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SACRAMENTO AD-HOC CHARTER COMMISSION

A Sacramento City and County Joint Commission

PROPOSED CHARTER & FINAL REPORT

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June, 1989

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Sacramento Ad-Hoc Charter Commission

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June 1, 1989

TO: Members, Sacramento Board of Supervisors
Members, Sacramento City Council

FROM: Members, Sacramento Ad-Hoc Charter Commission

SUBJECT: DRAFT CITY-COUNTY CHARTER

Attached for your review and comment are:

- a summary of a new Charter merging the city and county governments (Exhibit 1);
- the draft Charter (Exhibit 2);
- a financial impact and service analysis prepared by Arthur Young and Company (Exhibit 3);
- a highly accurate voter survey by META and Associates (Exhibit 4);
- a list of organizations, individuals, and governmental contributors to this historic effort (Exhibit 5); and,
- a status of the Commission budget (Exhibit 6).

THE CITY-COUNTY CHARTER

The Sacramento Ad-Hoc Charter Commission is pleased to submit a Charter proposal which, we believe, provides a more efficient and cost effective government. It balances the need for local control over neighborhood planning issues with a legislative and executive structure for better area-wide decision-making.

The Charter, if approved by the voters, would provide a single city-county with strong elected executive leadership and two basic legislative tiers. One tier consists of an eleven-member legislature called a Council of Supervisors, an independent Mayor, and a Chief Administrative Officer. The second consists of twenty Local Community Councils, each governed by at least five elected representatives, the boundaries of which correspond to identifiable local communities.

This government structure is described in greater detail in Exhibits 1 and 2. In summary, the Commission believes the new Charter provides:

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- a more cost efficient government estimated to provide a \$27.2 million annual improvement, without a tax increase, over status quo (all comparisons are based on the 1987-88 fiscal year);
- a reduced number of employees, through attrition, to provide the same level of service without any layoffs (assuming that services are merged equitably on a county-wide basis). Reductions in employment are envisioned to occur only through attrition and selective early retirement incentives;
- a single, full-time legislature with the opportunity to make area-wide decisions including the allocation of scarce financial resources more effectively. Included are the powers of a charter city to maximize the revenue tools to more adequately meet the desire of this community for improved municipal services;
- a significant improvement in the ability of local elected officials to develop a common political consensus in solving difficult area-wide problems. It eliminates the existing as well as potential balkenization and a \$9.3 million annual negative impact on the county budget engendered by multiple incorporations;
- a stronger opportunity for the Mayor to be elected upon and implement a political agenda to improve the human, economic, physical, and social conditions of the Sacramento community. Exclusive appointment of the Chief Administrative Officer (CAO), with ratification by the Council, ensures accountability of the bureaucracy to the voters and a more responsive government to the Mayor's agenda;
- an experienced professional manager to ensure that sound business and accounting principals are an integral part of the delivery of essential and necessary governmental services;
- a more balanced general planning process by providing community representatives a strong role in its preparation while reserving final approval to the Council of Supervisors. This final approval by the Council of Supervisors is particularly critical in ensuring that area-wide concerns such as transportation, air quality, regional economic and human service needs are appropriately addressed, especially those basic social, housing and medical facilities typically referred to as "NIMBY" (not in my backyard) which neighborhoods are reluctant to accept but are essential to the overall well-being of the entire Sacramento community;
- a better opportunity for citizen involvement and final decision-making in those local community planning matters which impact the neighborhoods in which they live; and,

- a formal institutionalization of informal yet identifiable communities, the boundaries of which were adopted by the Commission after lengthy discussion with the people who reside in these areas.

FINANCIAL ANALYSIS

Exhibit 3 is the final financial report prepared by Arthur Young and Company, a Big Eight independent auditing firm, detailing the financial impact of voter approval of the new merged government. In summary, merging the city and county will result in an annual financial improvement of \$27.2 million in 1987-88 dollars when compared to the status quo. Of this annual amount, \$22.9 million is from new state vehicle in-lieu fees, gas tax, and cigarette tax, as well as other miscellaneous revenues, and \$4.3 million in net efficiency gains.

This net \$4.3 million efficiency gain is arrived at by taking total gains of \$21.4 million, defined as improvements generated by the elimination of duplication of effort and personnel by the city and county, and subtracting increased costs associated with the consolidation. These costs are composed of \$5.8 million to adjust for the differentiation in compensation between city and county employees, \$8.7 million to replace the services of the California Highway Patrol in the unincorporated areas and \$2.6 million to adequately staff the new Local Community Councils and the Council of Supervisors.

These estimates assume fully merged functions and the delivery of services on a county-wide basis which will require analysis by the new government and time to implement. However, assuming approval of the new Charter, preserving the status quo differences between the city and county but eliminating the duplication of personnel as well as staffing the new Local Community Councils will still result in a net financial improvement of \$21 million annually.

One time costs, which can be offset in the initial implementation period from the new revenues, include \$6 million for compatible computer software, \$6.5 million for compatible law enforcement communications, \$3 million for compatible communications systems for all other departments, and \$1.2 million for the "golden handshake," as well as \$1 million for minimum facility modifications to accommodate consolidation of the merged functions.

The Commission has not established funding priorities within the Charter for the use of the financial improvement generated by the merger. However, from the numerous community meetings, the two voter surveys, and public testimony, the Commission urges both the Transition Governing Board and the Council of Supervisors to consider improving and equalizing law enforcement services between the city and county areas.

Further, after hearing testimony from Library Director, Dick Killian, the Commission believes his notion of a property tax set aside in the urban service district for library services should be reviewed.

VOTER SURVEY

On May 16, 1989, META and Associates reported the results of the latest voter survey conducted on behalf of the Sacramento Ad-Hoc Charter Commission (Exhibit 4). In summary, this highly accurate survey (within +/- 4%) indicates that a majority of voters support:

- changing local government to provide greater service for the limited tax dollars;
- improved law enforcement, transportation, and other governmental services as a priority in the allocation of these efficiencies and new revenue resources;
- the concept of metropolitan government outlined in the attached Charter;
- a two-tiered system, as long as it contains a locally elected, decision-making component in which neighborhood planning issues are decided at the community level;
- a strong mayor form of government, including budget and veto power, to achieve implementation of a political agenda but administered by a professional manager; and,
- the view that neither status quo nor the addition of new cities are desirable for the future of Sacramento.

The Commission believes it has achieved a balancing of these voter objectives as well as the desires of many concerned citizens and organized groups in the final draft of the Charter.

THE CHARTER AS A BALANCE OF DIVERGENT VIEWPOINTS

The Charter, is a delicate consensus of many individuals, community and homeowner associations, business and labor leaders, concerned citizens, elected officials, and other government leaders, as well as the Commission members. Exhibit 5 is a complete listing of all organizations who contributed to this important new Charter including all of the organizations, community forums and local community meetings in which people were informed of the Commission efforts and suggestions for improvement were debated.

Virtually all citizens, including the Commission members, who contributed to this effort would individually have proposed a different structure. However, in the interest of forming a consensus, they molded and shaped their individual views to agree on a new government which had the widest range of acceptance and

still retained the essential component which binds their support. Others opposed a new form of government, yet constructively participated to ensure improvements were incorporated in the final document. All deserve our special gratitude and thanks.

The Commission desires and requires the collective wisdom of both legislative bodies. We also believe the Charter document represents a carefully crafted and delicate consensus of many divergent viewpoints. It is critical that any modification be thoroughly discussed not only with past participants but other concerned citizens in subsequent community meeting before final modifications are made. Therefore, we urge the Board of Supervisors and the Sacramento City Council to thoroughly review the Charter and carefully approach any modification.

STATUS OF \$1 MILLION BUDGET

The Commission is pleased to report, as detailed in Exhibit 6, that it is well within its estimated budget, expending \$621,000 of the \$1 million allocated for this effort. C.E.Q.A. compliance, additional informational meetings, and refinement of the Charter will require additional expenditures during the next year. However, it appears that the technical support costs are within the budget. Further, an identifiable citizen-based campaign organization to raise funds and inform the public must be identified. The Commission will assist in coordinating interested groups and make its recommendation by the fall of 1989. Campaign costs are not included in this estimate but will be borne solely by the private sector.

PUBLIC SECTOR ASSISTANCE

It is important to note that the genesis of this effort emerged, not from poorly managed government, but from the vision and public spirit of our elected officials and chief executives to improve the efficiency of government and provide greater financial flexibility within the limited tax resources available to local government.

The Commission takes special pride in informing all citizens of Sacramento of the high caliber of local elected representatives and other public officials and employees who manage and deliver our governmental services. Both Brian Richter, County Executive, and Walter J. Slipe, City Manager, along with their department heads, cooperated and constructively participated in the drafting of this document.

The Commission wishes to express our highest regard and gratitude to these representatives and public employees.

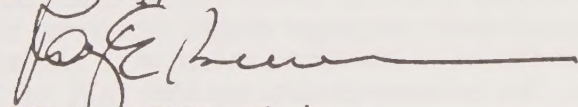
FURTHER COMMUNITY REVIEW

Finally, we believe it is important that the Board of Supervisors and the City Council approve a draft Charter and your intent to designate the Sacramento Ad-Hoc Charter Commission as the official Charter Commission at the earliest possible date. Such action is a significant second step in making a serious commitment to this issue.

It is likely that C.E.Q.A. compliance will require several months to complete. During this period the Commission will continue its speaker bureau, conduct outreach community meetings, identify a citizen-based campaign organization, and respond to inquiries associated with the environmental review. It will be very helpful to represent that a Charter Commission has been designated and a draft Charter approved by the two jurisdictions.

It is likely that minor modifications or refinements may result from this effort and the appropriate changes will be made to the draft Charter. Of course, after the enabling legislation has been enacted, the Commission will seek further official designation as well as final approval of any refinements to the Charter before seeking voter approval.

Sincerely,



ROY E. BREWER, Chairman
Sacramento Ad-Hoc Charter Commission

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Attachments:

- Exhibit 1 - Charter Summary
- Exhibit 2 - Draft Charter
- Exhibit 3 - Executive Summary of Arthur Young and Company's Financial Impact and Service Analysis
- Exhibit 4 - Voter Survey by META and Associates
- Exhibit 5 - List of Contributors to the Draft Charter Effort
- Exhibit 6 - Commission Budget

cc: Mayors and Councilmembers of Isleton, Folsom, and Galt
Brian Richter, County Executive
Walter J. Slipe, City Manager
City Department Heads
County Agencies and Department Heads
Special Districts

**SACRAMENTO AD-HOC CHARTER
COMMISSION**

EXHIBIT 1

CHARTER SUMMARY



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CHARTER SUMMARY

The Sacramento Ad-Hoc Charter Commission submits the following brief summary of the major attributes contained in the Charter proposal which reorganizes the existing city and county governments into a merged single unit of government. These include:

- a single county-wide legislature with greater ability to resolve difficult area-wide issues;
- the necessary authority for an independent, elected leader to implement the voters' community improvement agenda;
- local community participation and decision-making authority over issues affecting the neighborhoods in which they live;
- a net annual financial improvement of \$27.2 million in 1987-88 dollars over status quo; and,
- avoidance of a \$9.3 million negative financial impact and the balkenization of area-wide decisions associated with the inevitable formation of new cities.

The proposal establishes a two-tier system of government. The first is a metropolitan-tier with an independent, county-wide elected Mayor; a Chief Administrative Officer; and, an eleven-member Council of Supervisors. The Council of Supervisors would pass ordinances and approve the budget; the Mayor would have enhanced leadership powers by the use of the veto, line item veto, and expanded appointment powers; and the Chief Administrative Officer would supervise the day-to-day administration of the city-county.

The second tier would consist of twenty Local Community Councils (LCC's) who would have decision-making authority over specified land-use decisions; such as, variances, use permits, and parcel maps among others. These councils will initially be composed of five elected members who would provide an elected voice for the communities at the metropolitan level in matters that concern the communities.

Each component is briefly described below and in greater detail in the full Charter included as Exhibit 3.

MAYOR

Probably the most discussed issue by the Commission was the proper role and powers of the Mayor under the reorganized government. The Commissioners faced a number of key questions as they went through their discussions. These included:

- should the city-county even have a Mayor?
- if so, should this Mayor be a "weak" Mayor or a "strong" Mayor?

- should a Mayor be given veto power?
- should the Mayor have appointment over a CAO?
- should the Mayor sit on the Council?
- should the Mayor have any budget authority?
- how extensive should the Mayor's appointment powers be? and,
- what should be the Mayor's compensation?

After many hours of public testimony and debate, coupled with a highly accurate survey of registered voters, the Commission has agreed upon a Mayor who would have the following attributes and powers:

- elected county-wide to a four-year term;
- act as spokesperson for the city-county;
- have veto and line-item veto authority. Council can override any veto. A veto override requires eight votes;
- make the appointment, with Council confirmation, of the Chief Administrative Officer. Thereafter, the CAO would serve at the pleasure of the Mayor;
- make the appointment, subject to confirmation by the Council, of the city-county attorney. However, the attorney may only be removed by confirmation of the Council upon recommendation of the Mayor;
- submit the budget to the Council of Supervisors;
- make appointments, with Council confirmation, to all boards and commissions except the Policy Planning Commission. All these commissioners would serve at the pleasure of the Mayor;
- have extensive opportunities to propose ordinances, address Council, and make recommendations on city-county policy; and,
- receive a salary that is 88% of the salary received by a California Municipal Court Judge (approximately \$68,000/year). Increases in pay are tied to increases in the judges salary.

In early deliberations, the Commission identified the need for a Mayor with enhanced policy leadership powers. As the chief spokesperson for the city-county, and being elected county-wide, the Commission sought to carefully structure the office so that the Mayor could initiate and implement the voter-approved agenda while not becoming a monolithic power.

Therefore, the Commission added a number of checks and balances to these powers. For example:

- while the Mayor has veto and line-item veto power, all such executive actions can be overridden by eight votes of the Council of Supervisors.
- although the Mayor submits the budget to the Council, it is still professionally prepared by the CAO. The budget still must be approved by the Council of Supervisors;
- although the Mayor will appoint the CAO, who serves at his/her pleasure, the Charter establishes broad qualifications for the office; and the appointment requires Council ratification;
- the CAO - not the Mayor - was given the power to appoint department heads, although most likely with the informal approval of Mayor; and,
- although the Mayor can appoint all members of boards and commissions, Council ratification is required (except the Policy Planning Commission, which has a unique appointment process).

CHIEF ADMINISTRATIVE OFFICER

To ensure that professional management and administration continue in the city-county, the Commission has created the position of Chief Administrative Officer. The Charter mandates that the Mayor and Council consider his/her administrative skills and experience in making this very important appointment. Upon Council ratification, the CAO would serve at the pleasure of the Mayor.

In debating and discussing the CAO, several issues were raised, including:

- what powers should the CAO have?
- how should the CAO be appointed and removed? and,
- how much independence in budgeting and daily administration should the CAO have?

Some highlights of the CAO's power include:

- implementing and administering laws and ordinances passed by the Council and Mayor;
- administering, supervising, and exercising control over all city-county agencies and department heads;
- appointing all department heads and approving their subordinate officers;

- advising the Council of Supervisors and the Mayor on operations and affairs of the city-county; and,
- preparing the budget under the direction of the Mayor.

These powers will help ensure professional administration of the city and the county under the new government. Under the policy direction of the Mayor and Council, the CAO's duties are to carry out as efficiently and effectively as possible, using his/her management skills and experience, the policies of the elected leaders.

While the CAO appointment requires ratification by the Council, the Commission decision to have the CAO serve at the pleasure of the Mayor was arrived at for the following reasons:

- the Mayor will be elected based upon an agenda approved by a majority of the electorate of the entire county and, therefore, ought to have the ability to hire people that can best implement the Mayors' electorally approved agenda;
- the Charter charges the Mayor as being responsible for the executive department and, consequently, ought to have a CAO who is directly responsive to this elected official;
- citizens desire to hold one elected official, the Mayor, accountable for an inefficient and non-responsive administration; and,
- such an executive branch structure more closely meets the desires of the voters as defined by the voters in the latest scientific survey.

The Commission believes that the inclusion of this office, with the powers, appointment, and removal powers as written, provides the best balance to achieve the most accountable, efficient, and responsive administration of city-county departments and services.

METROPOLITAN LEGISLATURE

In many respects, the powers and procedures of the metropolitan legislative body, called the Council of Supervisors, would resemble the powers and procedures of the present City Council and Board of Supervisors. In general, highlights of the powers and structure of the Council of Supervisors include:

- the power to pass motions, resolutions and ordinances;
- the power to approve the budget;
- the power to ratify appointments to all boards and commissions, as well as ratify the appointment of the CAO and city-county attorney;

- the power to investigate any agency or department of city-county government;
- the power to ensure orderly growth and to provide for basic human service facilities and infrastructure through approval of the general plan;
- the Council to be composed of eleven members elected by district;
- the members to serve four-year, staggered terms; and,
- the members to serve full-time with a salary equal to 80% of the salary received by a California Municipal Court Judge.

Specifically, three issues were the focus of most of the discussion and debate; these were:

- should the Council be full or part-time?
- what is an appropriate compensation? and,
- how many members should serve on the Council?

The Commission wanted a Board that would be:

- large enough to provide access to minorities;
- small enough so as to not be dominated by parochial interests so that a "statesman-like" attitude could be attained for regional (county-wide) decision-making;
- small enough to assure that the proceedings would not be unwieldy;
- large enough to ensure that all interests and ideas could be represented; and,
- result in districts with smaller ratios of citizens to representatives than is presently the case in the unincorporated area.

After many hours of discussion, the number of eleven was decided as best fitting the above criteria.

With a city-county the size of Sacramento, most likely the third largest city in the state, it was felt that these officials should serve full-time and be paid accordingly to properly fulfill the job responsibility and provide Sacramentans with the necessary representation.

Compensation was a more difficult issue to resolve. The Commissioners felt that a salary for Council members should be comparable to other localities of similar population and responsibility. In addition, the Commission desired to ensure that future decisions on pay increases, which are always politically

sensitive, be removed from the Supervisors. Upon research, and supported by the voter survey, the Commission decided that the best answer was to tie the Supervisors' salary to 80% of, and tie future increases to, the municipal court judge salary (approximately \$62,000/year).

LOCAL COMMUNITY COUNCILS

The second tier of government, the Local Community Councils (LCC's) is probably the single most innovative and important component of this new local government. The new Charter establishes 20 LCC's, as detailed on the attached map, which would have decision-making authority over a number of land-use decisions while also acting as the voice of the community on issues that concern them. These Councils will be initially composed of five members, elected by district, to serve four-year terms. These local legislative bodies are not only advisory, but have true decision-making powers over the land-use issues specified in the Charter.

In addition, the Commission has created an eleven-member policy planning commission, consisting of elected members of the LCC's, to act as an advisory board and make recommendations on the general plan. The policy planning commission will also act as an appeals board for decisions on land-use issues made at the LCC level. Decisions on appeals are final.

Several issues confronted the Commission as it examined and explored the specific powers which ought to be delegated to these new entities. Some of these issues include:

- should LCC's be mandatory in all sections of the county?
- how should their boundaries be set?
- should members be elected or appointed?
- should LCC's be able to provide services?
- should LCC's be able to generate their own revenue? and,
- how much power in land-use decisions should they be granted?
- how can the 'NIMBY' (not in my backyard) problem be alleviated?

After examining these questions, and many more, the Commission formed a consensus on the powers and structure of these Councils contained in the Charter which are very briefly listed below:

- mandatory for all parts of county;
- boundaries initially set in the charter;

- communities based upon "natural" community boundaries;
- a body designated by the Council of Supervisors be used to re-adjust boundaries upon petition by people of the community - any change could require a vote of those citizens in the communities affected;
- initially composed of five members, but could be expanded at a later time if the community requests a change and the Council of Supervisors approves;
- elected by district;
- elected by plurality;
- serve four-year terms;
- provide no direct services, although they will have input and provide advice on metropolitan service provision;
- make land-use decisions that do not require general plan changes;
- provide input and advice to the metropolitan government on all matters affecting communities; and,
- act as focal point for community views and ideas.

Specific land-use powers include:

- LCC representatives make up policy planning commission which reviews and makes recommendations on the general plan to the Council of Supervisors;
- LCC's prepare their own community plan with Council of Supervisors review limited to assuring consistency with general plan;
- decision-making powers over use permits, rezones, variances, neighborhood preservation areas, special planning areas, and subdivision and parcel maps that do not require changes to the general plan; and,
- appeals of planning decisions heard by policy planning commission which is made up of LCC members.

The powers granted to these communities represent a carefully crafted balance that:

- gives the communities more local control over the development and future of their neighborhoods which has been an expressed desire that Commissioners have heard in 16 community meetings; and,
- still enables the metropolitan-tier to coordinate, plan, develop, and

guide growth policies for the entire county through approval and control of the general plan.

As a result of this balance, those matters that are truly regional in nature will be decided at the metropolitan level, while those issues that are truly local will be decided at the community level where those most impacted by the decision live. This consensus carefully balances city-county and local concerns and should result in a lessening of the 'NIMBY' problem. The Commission struck the balance as presented in the Charter after many hours of debate, research and discussion.

LAW ENFORCEMENT

Two major questions faced the Commission regarding decisions in this area:

- should the City Police and Sheriff's Department's be merged? and,
- who should head up this new department if the merger were to take place?

The Commission proposal establishes a merged, city-county law enforcement agency. The Commission felt that the merger of the Sheriff and City Police departments would result in a better coordinated and effective department. Specifically, a more efficient distribution of labor resources can be achieved which would result in more effective crime prevention. Further, the merger would result in economic efficiencies by combining such areas as training, communications, crime prevention programs, special investigations, and crime labs, among other services.

The California Constitution requires each county to have an elected Sheriff, and given the fact that Sacramento has had a history of electing effective law enforcement professionals to this office, the Commission felt that this elected Sheriff was the most responsive and logical official to head up the merged department.

OTHER ELECTED OFFICIALS

The California Constitution requires each county in the state to have an elected District Attorney, Sheriff, and Assessor. As a result, the Commission had no latitude in deciding whether these officials would be elected, although the Commission consensus is that the independence of these offices is necessary to carry out their duties to be responsive to the public.

The Auditor, currently an elected official, will also continue to be elected under the reorganization to monitor city-county expenditures. The Commission decided that an independent Auditor is necessary to ensure that city-county

expenditures of the public's money is independently monitored, assuring public accountability.

The merger should have minimal impact on the District Attorney and Assessor, as these services are presently provided county-wide. The impact on the Auditor will be an increased workload as the auditing duties previously performed under outside contract in the former City of Sacramento would now be performed by the Auditor's office. Finally, as noted above, the duties of the Sheriff will be expanded to include the administration of the entire city-county police department.

TAXES AND FINANCING

The Commission proposal has two different taxing districts by necessity. The Commission decided that two districts should be created: an urban district which covers the boundaries of the present city; and, a general services district that covers the present unincorporated area. These service districts are established to reflect and temporarily protect the present reality that city residents pay a higher tax (e.g. utility tax) and receive a higher level of services (i.e. police officers per capita may be double that of the unincorporated area). These service districts also protect the interests of city residents by assuring them their higher service levels will not be diluted as a result of the merger.

However, the Charter proposal mandates a complete service and tax analysis to be undertaken after voter approval. The results of this analysis will determine:

- which services should be equalized county-wide;
- which services are unique to the urban area;
- a proper adjustment to taxation levels in each area that is consistent with the level of service provided; and,
- development of a plan to achieve these service and taxation levels under the current budget of limited resources.

Thus, the intent of these service districts is to ultimately ensure that taxes directly relate to the services actually received.

In addition to the creation of service districts, the merger would also have other financial impacts on the city-county. Some of these include:

- the present unincorporated area would gain the taxing authority of a city. Thus, revenue flexibility will be present which is not available in the present unincorporated area (i.e. utility tax); and,

- the merger would result in the addition of substantial new revenue sources via increased state subventions that are available to cities but not counties. The accounting and consulting firm of Arthur Young has stated in their report that an additional \$22.9 million annually will flow into the city-county, with no tax increase, as a result of extra state subventions. This estimate is based on 1987-88 data and will reflect annual increases provided by the state. These are increases in the motor vehicle in-lieu fees, and additional gas and cigarette tax revenues. In addition, another \$4.3 million will accrue to the government as a result of increased efficiencies.

SPECIAL DISTRICTS AND FIG (FOLSOM, ISLETON, AND GALT) CITIES

The Commission decided early on that special districts would not be required to participate in the merger. This decision was made for a variety of reasons which include:

- the general satisfaction with services that are provided by special districts among their constituents. Basically, Commissioners heard little discontent about special districts;
- the view that this consolidation would engender even more confusion to the voter making an already confusing concept even more difficult;
- the view that special district consolidation is taking place voluntarily at present. Fire district mergers have taken place in a number of districts, including the recently approved merger of the Citrus Heights and Rancho Cordova districts; and,
- the fact that provisions are in the charter which will allow for future mergers at the request of the special district board, a petition of the those citizens within the special district, or by the Council of Supervisors putting the vote to the electorate within the special district. Thus, the mechanisms will be present for future mergers if the special districts or their citizens so desire.

In addition, the Commission has also excluded the three cities of Folsom, Isleton, and Galt from the consolidation while providing them the opportunity to join the consolidated government if they so desire. These cities were excluded because:

- there is strong resistance by elected officials in these areas for consolidation;
- it is not the wish of the Commission to include entities that do not want to participate; and,
- the exclusion of these small cities will not adversely impact the city-county services or finances.

Finally, although they are not required to join this consolidated government, citizens in these cities, by virtue of being citizens of the county, will have an opportunity to vote on the proposal. If the merger passes, the relationship between the FIG cities and the city-county will be that of any city to its county.

MISCELLANEOUS ISSUES

In addition to the major categories presented, there are several other issues of concern that need highlighting. These include provisions which state:

- no one will lose their job or lose compensation as a result of the merger. Any future reductions in labor will be achieved through attrition or "golden handshakes." This was placed in the Charter by the Commission to reassure current employees that the merger will not be detrimental to their livelihood;
- the debts, obligations, contracts, property, and leases of the two governments will become the responsibility of the merged government. This assures that agreements and other legal matters will continue without interruption and gives reassurance to all those doing business with the city and county that all contracts will be honored;
- policy differences between the two jurisdictions will remain in effect in their former jurisdiction. This was stated to ensure that the Charter remains a structural document and does not get mired down in a series of policy issues that are unrelated to structure. Instead, the Commissioners felt that the responsibility for addressing these differences should be accomplished by the new, democratically elected metropolitan government; and,
- the installation of water meters on residential dwellings in the area of the old city will continue to be prohibited. Again the Commission rationale is that this is a policy issue which should be decided by the voters as a separate issue, and not be tied to a Charter vote. Water meters are not prohibited in the present unincorporated area, and this will not change under the reorganization. The prohibition on water meters will continue in the old city until a vote of the people within that area changes it.

TRANSITION GOVERNMENT

A smooth transition is a critical aspect of any reorganization, and the Commission examined several plans to accomplish this objective. Some issues included:

- how long should the transition take?
- should there be an interim transition government, or should elections begin immediately following Charter approval?
- how should the present incumbents be included in the reorganization?
- if an interim transition government is formed, what form should it take and what should be its powers?
- with the 1990 census so close, should the new council of supervisors district boundaries be drawn before or after the new census data is available? and,
- should there be a role for a third party, independent board to advise on the consolidation and merger of the departments?

After much debate, discussion, and research, the Commission has decided upon the following plan:

- the initial elections for the new Council of Supervisors, the Mayor, and the Local Community Councils will take place in June and November of 1992. The Commission decided to wait until the 1990 census is available before apportioning district boundaries for these important offices to ensure that each district has as accurate a population count as possible, particularly as these counts relate to minority representation;
- the present City Council will continue to oversee the everyday running of the old city while the Board of Supervisors will continue to govern the old county;
- a new Board be established consisting of three members of the City Council and five from the Board of Supervisors to oversee transition issues. This interim Board would be more balanced with the population between the city and the county. The role of the transition governing board would be to:
 - appoint an interim CAO to administer the transition. This CAO would be responsible to the interim transition board;
 - oversee, monitor and approve all department consolidations, labor issues, implementation costs, budget procedures and any other organizational issues that might affect the smooth transition of the merger;
 - monitor and oversee the fiscal analysis to recommend proper taxation and service levels for the urban and general service districts;
 - work with the old City Council and Board of Supervisors to assure a smooth transition;

Charter Summary

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- a third party Commission should be created to advise the interim board on implementation matters. The role of the Charter Commission would be to:
 - prepare and recommend district lines for LCC's;
 - prepare and recommend Council of Supervisors district lines;
 - monitor and make recommendations to the transition board on all aspects of the transition including department consolidations, implementation costs, proper budgeting procedures, and any other item that affects the reorganization and implementation of the consolidated government;
- provisions be included in the transition which address the transition of personnel and personnel related issues such as:
 - continuation of compensation;
 - continuation of employment;
 - inducements to encourage early retirements;
 - continuation of disciplinary appeals rights;
 - the selection and process for choosing a bargaining unit to negotiate future contracts; and,
- the transition government begin as soon as possible after the Charter passes and end January 1, 1993. The primaries for the new Council of Supervisors and Mayor would take place in June of 1992 with the general election taking place in November 1992. The new Council of Supervisors and Mayor would take full power January 2, 1993.

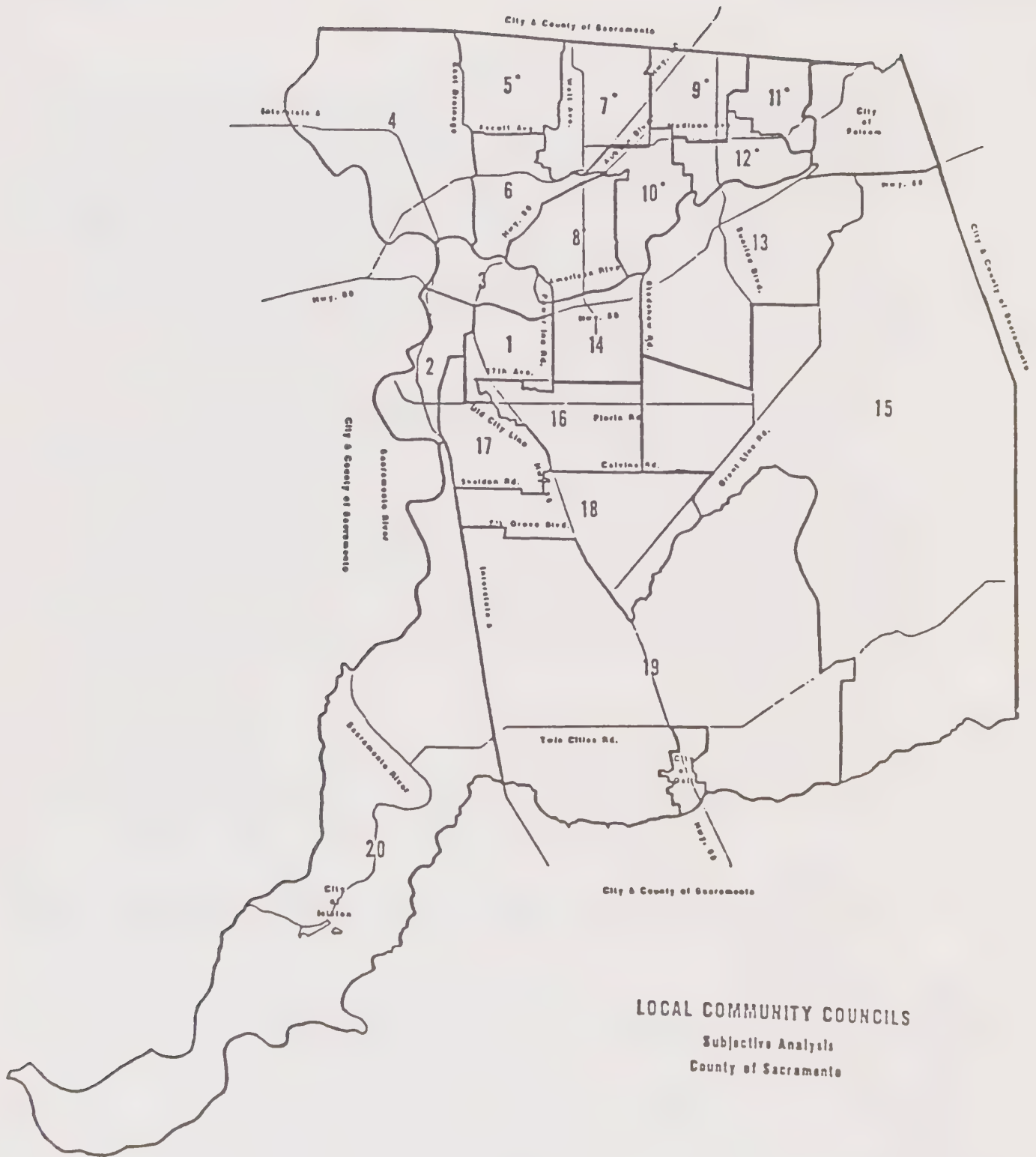
The Commission decided upon this plan after much debate because of the following attributes:

- it includes all the incumbents;
- it would create a population-balanced board based upon one-person, one-vote principles;
- it allows experienced political leaders to oversee the transition; and,
- appropriate controls can be placed on the interim board to ensure that no abuses of power are attempted (i.e. no new tax increases can occur during interim).

In essence, the Commission believes that this plan will bring about a smooth and well-coordinated transition as quickly as is feasible.

Attachment - LCC Boundary Map

89'236



* Note: Most of the boundaries for these communities follow existing zip codes, except the northwest corner of Carmichael (10).

**SACRAMENTO AD-HOC CHARTER
COMMISSION**

EXHIBIT 2

DRAFT CHARTER

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Proposed Charter
City and County of Sacramento
Approved by the Sacramento Ad-Hoc Charter Commission
on May 30, 1989.

PREAMBLE

The people, by adopting this Charter, create a government to effectively address the opportunities and challenges facing the Sacramento metropolitan area, efficiently meet all public service needs, facilitate participation of its communities in planning and guiding the future of Sacramento, preserve and protect our environment, and assure access of all its citizens to this government.

ARTICLE 1
EFFECT OF CHARTER AND INTRODUCTORY PROVISIONS

Section 101. Effect of Charter.

(a) Pursuant to Article XX of the Constitution, and Chapter 5 (commencing with Section 51900), of Part 2, Division 1, Title 5 of the Government Code, of the State of California, this Charter consolidates, merges and incorporates as a city-county:

- (1) The City of Sacramento;
- (2) The County of Sacramento;
- (3) Each of the cities of Folsom, Galt and Isleton whose electorate has voted to consolidate and merge such city into the city-county; and
- (4) Any special district operating within the County of Sacramento or exercising all or any part of its jurisdiction or powers within the County of Sacramento which has requested to be included in the consolidated government.

(b) As used in this Charter, the term "consolidated governments" means the consolidated and merged entities referred to in this section, jointly and severally.

Section 102. Name.

The name of the city-county shall be the City and County of Sacramento.

Section 103. Nature.

The city-county is a charter city and a charter county, a public body, corporate and politic, and a municipal corporation.

Section 104. Territory.

The territory of the city-county, until increased or decreased pursuant to law, shall be the territory that prior to the effective date of this Charter comprised the County of Sacramento.

Section 105. Seal.

The city-county shall have an official seal which shall be adopted and may be changed from time to time by ordinance.

Section 106. Purpose.

The purpose of this Charter is to form a new government with county-wide jurisdiction and complete home rule powers, responsive to the people, able to plan, operate and manage resources effectively, capable of dealing with urban, suburban and rural problems, and sharing powers with communities and other forms of sub-governments established under this Charter. In implementing the reorganization of the consolidated

governments under this Charter, the mayor, council of supervisors and other elected officers shall make every effort to achieve efficiencies and economies in all city-county expenditures.

Section 107. Effective Date.

The provisions of this Charter shall take effect as provided in Section 1901 of Article 19. When referred to in this Charter, the effective date and the date of adoption of this Charter shall be the date of its filing with the Secretary of State.

Section 108. Repeal of Charters.

(a) The Charter of the City of Sacramento is repealed on the effective date of this Charter; provided that provisions of the Charter of the City of Sacramento shall continue to be given effect as enacted by ordinance pursuant to Section 1902 of Article 19, to the extent required to carry out the succession provisions of Article 2 and the transition provisions of Article 19 of this Charter.

(b) The Charter of the County of Sacramento is repealed on the effective date of this Charter; provided that provisions of the Charter of the County of Sacramento shall continue to be given effect as enacted by ordinance pursuant to Section 1902 of Article 19, to the extent required to carry out the succession provisions of Article 2 and the transition provisions of Article 19 of this Charter.

ARTICLE 2
SUCCESSION

Section 201. Rights and Liabilities.

The city-county shall be vested with and shall hold, own and control all rights and property of every kind and nature owned or controlled by the consolidated governments on the effective date of this Charter. It shall be subject to all debts, obligations, contracts and liabilities of the consolidated governments on the effective date of this Charter in the manner provided in Article 12.

Section 202. Ordinance and Regulations Continued in Effect.

All lawful ordinances, resolutions, rules and regulations of the consolidated governments in effect on the effective date of this Charter and not in conflict or inconsistent with the provisions of this Charter are hereby continued in full force and effect and applicable to the same territory and citizens and in all other respects as immediately prior to the effective date of this Charter, until the same have been duly suspended, superseded, repealed, amended or re-adopted by the council of supervisors.

Section 203. Rights of Officers and Employees.

All officers and employees of the consolidated governments on the effective date of this Charter shall continue to hold the same offices and positions of employment until the election or appointment and qualification of their successors, or until the

transfer, reclassification or elimination of their office or position of employment, and, until such event, shall continue to perform the duties of their respective offices upon the same terms and conditions provided by existing ordinances, resolutions, rules and regulations, until the same have been duly suspended, superseded, amended, repealed or re-adopted. It is the intent of this section that no paid or salaried employee of the consolidated governments shall be terminated from employment based solely on the adoption and implementation of this Charter or the consolidation of the government provided for under this Charter.

Section 204. Continuance of Contracts.

All contracts duly entered into by the consolidated governments or for their benefit prior to the effective date of this Charter and then in effect, shall continue in full force and effect according to their terms. All contracts, leases and other written or legally binding arrangements entered into prior to the effective date of this Charter between one or more of the consolidated governments and then in effect, shall continue in full force and effect according to their terms to the extent necessary to carry out their objects and purposes.

Section 205. Pending Actions and Proceedings.

No action or proceeding, civil or criminal, pending on the effective date of this Charter, by or against any consolidated government or any of its officers, employees, departments or agencies shall be affected by the adoption of this Charter. No claim filed pursuant to the California Torts Claim Act against any consolidated government or any

of its officers, employees, departments or agencies shall be affected by the adoption of this Charter. All such claims, actions and proceedings pending on the effective date of this Charter, may continue to be prosecuted by or against the city-county.

ARTICLE 3

POWERS

Section 301. City Powers.

(a) The city-county shall have all rights and powers granted to charter cities and municipal corporations by the Constitution and general laws of the State of California, and all the powers necessary to, implied in, or incident to such powers.

(b) The city-county shall have the right and power to make and enforce all laws and regulations in respect to municipal affairs, subject only to the restrictions and limitations provided in this Charter and in the Constitution of the State of California. The city-county is further authorized to exercise and act pursuant to all rights, powers, privileges and procedures heretofore or hereafter established, granted or prescribed by any law of the State or other lawful authority, subject to such restrictions and limitations as may be contained in this Charter.

(c) Pursuant to the provisions of the Constitution of the State of California, subject only to the limitations of this Charter, the city-county shall have the power to provide for: the constitution, regulation and government of the city-county police force; the sub-governments in all or any part of the city-county; the conduct of city-county elections; and the manner in which, the method by which, the times at which, and the terms for which the several city-county officers and employees whose compensation is paid by the city-county shall be elected or appointed, and for their compensation; and for the number

of deputies, clerks and other employees, and for their compensation, method of appointment, qualifications, tenure of office and removal.

Section 302. County Powers.

The city-county shall have all rights and powers granted to charter counties by the Constitution and general laws of the State of California, and all the powers necessary to, implied in, or incident to such powers.

Section 303. Common and Conflicting City and County Powers.

The charter city powers of the city-county shall supersede its charter county powers in the event of a conflict; provided, however, that whenever the city-county exercises a power authorized for both charter cities and charter counties, the city-county may elect the capacity in which it shall exercise that power.

Section 304. Procedures. Incorporation of General Law.

The city-county shall have the power to and may act pursuant to any procedure established by any law of the State of California, and to incorporate the provisions, or any portion, of the State law applicable to cities and counties.

Section 305. Jurisdiction With Respect to Other Governments.

With respect to cities not merged by the adoption of or pursuant to the provisions of this Charter, the city-county shall function as a charter county government

and shall have all rights, powers and jurisdiction of a charter county government with respect to those cities and their territory and citizens. With respect to other governments and entities not merged by the adoption of or pursuant to the provisions of this Charter, the city-county shall be both a charter city and a charter county.

Section 306. Construction.

This Charter shall be liberally construed, to the end that the city-county shall have all rights and powers conferred under the Constitution and laws of the State of California except as expressly limited in this Charter. No authorization of power shall be construed to limit or restrict the authority of the city-county, except to the extent a power is expressly limited in this Charter.

ARTICLE 4
COUNCIL OF SUPERVISORS

Section 401. Powers.

All powers of the city-county shall be vested in the council of supervisors except as otherwise provided in this Charter.

Section 402. Establishment and Number of Supervisors.

The legislative body of the city-county shall be a council of eleven (11) supervisors, residing in and elected from eleven (11) supervisorial districts. Each supervisor shall be nominated and elected by the electors of the district in which that supervisor resides as provided in Article 14 of this Charter.

Section 403. Number of Districts and Boundaries.

The city-county shall be divided into eleven (11) supervisorial districts, designated Supervisorial Districts One through Eleven, respectively. Each supervisorial district shall be numbered. District one shall be in the northwest corner of the City-County, and districts two through eleven shall be numbered consecutively and clockwise beginning east of district one and then, if necessary, consecutively from west to east. The initial boundaries of each district shall be determined as provided in Article 19. The office of each supervisor shall bear the number accorded to the district of that supervisor.

Section 404. District Standards.

Supervisory districts shall be as nearly equal in population as required under the Federal and State Constitutions. In establishing or changing the boundaries of districts, consideration shall be given to the following factors: local community councils established pursuant to this Charter; topography; geography; cohesiveness; continuity; integrity and compactness of territory; community of interests of the districts; and existing neighborhoods.

Section 405. Reapportionment.

(a) Within six months after a regular United States census, the council of supervisors shall examine the boundaries of each supervisory district for compliance with the population standard set forth in Section 404 and by ordinance shall modify the boundaries of districts, if necessary, to bring all district boundaries into compliance with that standard. The term of "regular United States census" shall mean a comprehensive population census which is held at regular intervals prescribed by Congress and produces population data equivalent to that described in "Population Counts by Block" in the 1990 decennial census.

(b) For purposes of this section the six month period shall begin upon the availability of population data equivalent to that described as "Population Counts by Block" in the 1990 census.

Section 406. Redistricting.

District boundaries may be changed by ordinance, provided that any revised district boundaries shall comply with the population standard set forth in Section 404.

Section 407. Supervisors.

(a) Qualifications. Each supervisor or candidate for election, or appointment in the case of vacancy, shall be an elector and a resident of the supervisorial district at the time nomination papers are issued to the candidate or at the time of appointment, as the case may be. Each supervisor shall continue to reside in that district during the supervisor's term of office, except that no boundary change pursuant to Sections 405 or 406 shall disqualify a supervisor from serving the remainder of the term.

(b) Term of Office. Each supervisor shall serve for a term of four (4) years commencing on the second (2nd) day of January following election and until a successor is qualified except that, of the initial supervisors elected, the supervisors elected from odd numbered districts shall initially serve four year terms and the supervisors from even numbered districts shall initially serve two year terms. Thereafter, all supervisors shall serve four year terms.

(c) Vacancies. A vacancy on the council of supervisors shall be filled by special election to be immediately called by the council of supervisors, unless the vacancy occurs within two years of the next election at which the office would normally be filled, in which case

the vacancy shall be filled by appointment by a majority of the remaining members of the council of supervisors within sixty (60) days from the date of the vacancy. If the council of supervisors fails to make an appointment to fill the vacancy, the mayor shall make an appointment to fill the vacancy within thirty (30) days of the expiration of the sixty (60) day period. A person elected or appointed to fill a vacancy shall hold office for the unexpired term of the former incumbent.

Section 408. Elections.

The office of supervisor shall be filled for each district in the city-county as provided in this Article and Article 14 of this Charter.

Section 409. Chairperson of the Council of Supervisors.

At the first meeting of the council of supervisors after the supervisors take office as defined in Section 407(b), the council of supervisors shall elect a chairperson from its members who shall preside at all meetings. The chairperson may make or second any motion and present, discuss and vote on any matter as a member of the council. In the event of the chairperson's absence or inability to act, the remaining supervisors shall, by an order entered into the minutes, select one of their members to act as chair pro tem, who, while so acting, shall have all of the authority of the chairperson.

Section 410. Supervisors - Compensation and Expenses.

The supervisors shall receive compensation as follows: Each supervisor shall receive a annual salary equal to

eighty percent (80%) of the annual salary received by municipal court judges in Sacramento County. This salary shall be adjusted each time the municipal court judges' salary is adjusted to maintain the supervisors' salaries at eighty percent (80%) of the municipal judges' salary. In addition, each supervisor shall receive benefits commensurate with the benefits received by management employees of the city-county. Supervisors may also be reimbursed for actual and necessary expenses incurred in the performance of their official duties in accordance with general policies established by the council of supervisors and applicable to the officers and employees of the city-county. Supervisors shall not receive any additional stipends for service on boards and commissions associated with their office as supervisor.

Section 411. Meetings, Conduct of Meetings, Records.

(a) The council of supervisors shall hold regular meetings at least once each week at a time and place fixed by ordinance, except that the council by ordinance may designate those weeks in which they may choose not to hold regular meetings, not to exceed five weeks per calendar year. Meetings of the council of supervisors shall be open to the public unless closed by the council of supervisors as provided in State law. Any regular meeting of the council of supervisors may be adjourned to a date specified in the order of adjournment and when so adjourned the adjourned meeting is a regular meeting for all purposes. If all supervisors are absent from any regular meeting, the clerk of the council shall declare the meeting adjourned to a stated day and hour and

shall cause a written notice of the adjournment to be delivered personally to each supervisor at least three hours before the adjourned meeting.

(b) A special meeting may be called at any time by the mayor, or the chairperson of the council, or any five (5) members of the council of supervisors. The call and notice shall specify the time and place of the special meeting and the business to be transacted. No other business shall be considered at the special meeting.

Section 412. Rules and Quorum.

(a) The council of supervisors shall meet and conduct its business according to rules which it shall adopt.

(b) A majority of the members of the council of supervisors then in office shall constitute a quorum, except that a lesser number may adjourn from time to time and may compel attendance of absent members in a manner provided by council rules.

Section 413. Ordinances, Resolutions, Motions.

The council of supervisors shall act only by ordinance, resolution or motion. The affirmative vote of a majority of all members of the council shall be necessary to pass any ordinance, resolution or motion, except that the affirmative vote of eight (8) of all members of the council shall be necessary to pass any emergency ordinance or resolution. Emergency ordinances and resolutions shall specify the facts justifying their adoption as emergency measures and shall take effect as indicated in the

particular ordinance or resolution. All other ordinances shall take effect not earlier than forty (40) days after the date of final passage, provided that ordinances not subject to the mayor's veto or passed over the mayor's veto shall take effect not earlier than thirty (30) days after the date of passage or passage over the mayor's veto, as the case may be. Resolutions subject to the mayor's veto shall take effect not earlier than ten (10) days after the date of passage, provided that resolutions not subject to the mayor's veto or passed over the mayor's veto shall take effect immediately upon passage or upon passage over the mayor's veto, as the case may be, or at such other time as may be specified in the resolution.

Section 414. Records.

(a) The council of supervisors shall keep a permanent public record of its proceedings showing all action considered and taken, motions and records, the text of ordinances and resolutions introduced or adopted and all amendments thereto proposed or adopted, and the vote of each supervisor regarding any matter before the council of supervisors.

(b) From time to time the council of supervisors shall cause to be prepared and published a codification of ordinances then in effect.

Section 415. Investigations.

The council of supervisors or any duly appointed committee of the council may make investigations into the affairs of the city-county government and sub-governments and the conduct of any of their departments, offices,

agencies, officers or employees, and for this purpose may subpoena witnesses, administer oaths, take testimony, and require the production of evidence. Any person who fails to obey a lawful order issued in the exercise of these powers by the council of supervisors or a committee of the council shall be guilty of a misdemeanor and punishable by fine or imprisonment, or both, in such amount and for such time as prescribed by State law for misdemeanors.

Section 416. Consolidation or Segregation of Offices.

The council of supervisors by ordinance may provide for the consolidation of any city-county office with any other city-county office, and for the segregation of any consolidated city-county office, except elective and appointive offices specifically established by this Charter.

Section 417. Limitation on Future Employment.

No supervisor, during the term for which such person shall have been elected or appointed or for one year after such person ceases to hold office, shall be eligible for any appointive office or position in the city-county, carrying compensation, and created by this Charter or by ordinance. The filling of a vacancy in an elective office by appointment shall not constitute an appointive office under this section.

ARTICLE 5

MAYOR

Section 501. Functions.

(a) The chief executive officer of the city-county shall be a mayor.

(b) The mayor:

- (1) shall be recognized as the official head of the city-county for all purposes;
- (2) shall see that the laws of the city-county are executed;
- (3) shall appoint with the concurrence of a majority of the council of supervisors and may remove the chief administrative officer and shall supervise the performance of duties by the chief administrative officer;
- (4) shall not be a member of the council of supervisors or of any board or commission which the mayor appoints and shall have no vote on the actions of the council, or of any board or commission so appointed, but shall be entitled to speak and be heard at public meetings of the council or those

boards and commissions and, by their invitation, at any of their closed meetings;

- (5) shall prepare, with the advice of the chief administrative officer, an annual budget and submit this annual budget relating to the fiscal affairs of the city-county for the ensuing fiscal year to the council of supervisors for review, modification and adoption;
- (6) shall communicate to the council of supervisors at the commencement of the final budget hearings of each year a statement of the conditions and affairs of the city-county, and make specific recommendations for the adoption of measures which the mayor deems proper;
- (7) may propose ordinances and resolutions which shall be considered by the council of supervisors;
- (8) may veto ordinances and resolutions in accordance with Section 503;
- (9) shall appoint with the approval of the council of supervisors and may remove members of the boards and commissions and advisory agencies in accordance with Section 1102 except as otherwise provided in this Charter;

(10) shall have and exercise such other powers and duties as provided in this Charter, the laws of the State, and ordinances and resolutions of the city-county; and

(11) may exercise any function conferred on the mayor under this Charter through a designated member of the council of supervisors in the event of the mayor's temporary absence from the city-county.

Section 502. Emergency Powers.

Subject to the provisions of any ordinance governing emergency action, in the case of general conflagration, rioting, flood or other emergency menacing life and property, the mayor shall marshall all the forces of the city-county for the maintenance of the public health, safety and welfare, and shall have the power to designate or otherwise employ such other persons as the mayor may consider necessary for the protection and maintenance of the public health, safety and welfare.

Section 503. Veto Power.

(a) The mayor may veto any ordinance or resolution of the council of supervisors except:

(1) ordinances or resolutions calling elections;

(2) emergency ordinances or resolutions;

(b) Any ordinance or resolution adopted by the council of supervisors over which the mayor has a veto power shall be presented to the mayor for consideration and recommendation. If the mayor approves the ordinance or resolution, the mayor shall sign it and it shall become effective according to its terms. If the mayor disapproves, the mayor shall return the ordinance or resolution to the council of supervisors without the mayor's signature, accompanied by a message indicating the reasons for disapproval and recommendations. Any ordinance or resolution so disapproved by the mayor shall become effective only if, subsequent to its return, it shall be adopted by a vote of not less than eight (8) of the members of the council of supervisors. Any ordinance or resolution shall become effective according to its terms with or without the mayor's signature, unless it is disapproved by the mayor and returned to the council of supervisors not more than ten days after the date when the ordinance or resolution was delivered to the mayor's office for consideration.

(c) The council of supervisors shall appropriate money and approve or adopt budgets only by ordinance or resolution. The mayor may disapprove or reduce the sum of money appropriated by any one or more items, or parts of items, in any ordinance or resolution appropriating money or approving or adopting a budget, in the manner and time provided in subsection (b) of this section. Any item or parts of an item disapproved or reduced shall be void to the extent disapproved or reduced, unless restored to the ordinance, resolution or budget by the vote of not less than seven (7) of the members of the council of supervisors.

Section 504. Qualifications.

Any candidate for election for the office of mayor shall be an elector and a resident of the city-county at the time that nomination papers are issued to the candidate and at election, and shall continue to reside in the city-county during the term of office.

Section 505. Election.

The mayor shall be elected from the city-county at large as provided in Article 14.

Section 506. Term.

The term of office of mayor shall be four years, commencing on the second (2nd) day of the January following election, and until a successor qualifies.

Section 507. Compensation and Expenses.

The compensation of the mayor shall be established as follows: The mayor shall receive an annual salary equal to eighty percent (80%) of the annual salary received by municipal court judges in Sacramento County plus ten percent (10%). This salary shall be adjusted each time the municipal court judges' salary is adjusted to maintain the mayor's salary at eighty percent (80%) of the municipal judges' salary plus ten percent (10%). In addition, the mayor shall receive benefits commensurate with the benefits received by management employees of the city-county. The mayor may also be reimbursed for actual and necessary expenses incurred in the performance of official duties in accordance with general policies to be established by the

council of supervisors and applicable to officers and employees of the city-county. The mayor shall not receive any additional stipends for service on boards and commissions associated with the office of mayor.

Section 508. Absence or Incapacity.

During any absence of the mayor from the city-county, the mayor may designate a member of the council of supervisors to be the acting mayor, with all powers of the office until the mayor returns.

If the mayor becomes incapable of acting as mayor and incapable of delegating duties, the council of supervisors shall elect an acting mayor from among its members who shall become acting mayor with all powers of the office. The council of supervisors by ordinance or resolution shall adopt procedures to determine incapacity of the mayor.

The person serving as acting mayor under this section shall continue to hold office as supervisor.

Section 509. Vacancy.

A vacancy in the office of mayor shall be filled by special election to be called by the council of supervisors within ten (10) days of the vacancy unless the special election to fill the vacancy would occur within six (6) months of the next regular election for mayor, in which case no special election shall be called and the office of mayor shall be filled by a supervisor as provided below, until a mayor is elected at the next regular election. The special election shall be held at the earliest administratively feasible date possible. The person

elected at the special election shall serve for the duration of the unexpired term. Pending the filling of any such vacancy and until a person is elected to hold the office of mayor, the council of supervisors shall select one of its members to be the acting mayor, with all powers of the office. The person appointed as acting mayor shall continue to hold office as supervisor.

Section 510. Limitation on Future Employment.

The mayor, during the term for which such person shall have been elected and for one year after such person ceases to hold office, shall be ineligible for any appointive office or position in the city-county, carrying compensation, and created by this Charter or by ordinance.

ARTICLE 6
CHIEF ADMINISTRATIVE OFFICER

Section 601. Appointment, Qualifications, and
Removal.

There shall be a chief administrative officer who shall be appointed by the mayor subject to confirmation by a majority vote of the council of supervisors. This officer shall be a person of demonstrated administrative ability, having had significant experience in responsible executive capacities, and shall be selected and appointed on the basis of executive and administrative qualifications. The chief administrative officer shall serve at the pleasure of the mayor. The chief administrative officer may be removed from office by the mayor.

Section 602. Functions.

The chief administrative officer shall be responsible for the effective administration of the city-county government. Subject to the direction of the mayor and in accordance with the ordinances and resolutions adopted by the council of supervisors, the chief administrative officer shall:

(a) see that all laws and ordinances are executed;

(b) administer and exercise supervision and control over all agencies, departments and services of the city-county government under the jurisdiction of the chief administrative officer;

(c) except as otherwise provided in this Charter, appoint all heads or directors of agencies and departments of the city-county and all subordinate officers and employees, and shall have the power to discipline and remove any officer or employee so appointed, subject to the provisions of Article 13;

(d) act in an advisory capacity to and with the mayor and the council of supervisors with respect to officials or boards not under the jurisdiction and control of the chief administrative officer;

(e) make recommendations to the mayor and the council of supervisors as the chief administrative officer deems appropriate concerning the operation, affairs and future needs of the city-county;

(f) perform such other duties consistent with this Charter as may be prescribed by the mayor or the council of supervisors.

Section 603. Preparation of Annual Budget.

Under the direction of the mayor, the chief administrative officer shall prepare the annual budget, which shall include the budget requests of all elective officers, department heads and sub-governments, as prepared and submitted by the elective officers, department heads and sub-governments, for submission to the mayor.

Section 604. Non-Interference By Council of Supervisors; Mayor.

(a) No member or members of the council of supervisors shall directly or indirectly coerce or attempt

to coerce the chief administrative officer or any other officer, agency or department head subject to the direction of the chief administrative officer, in the performance of the duties of such person's office or position, or attempt to exact any promises from any candidate for any such office, relative to any appointment or removal of any city-county officer, and any violation of the provisions of this section shall be willful misconduct of the supervisor(s). Except for the purpose of obtaining information, the council of supervisors and its members shall deal solely and directly through the mayor and the chief administrative officer with respect to the part of the city-county government under their direction.

(b) The mayor shall not directly or indirectly coerce or attempt to coerce any officer, agency or department head or other employee subject to the direction of the chief administrative officer, in the performance of the duties of such person's office or position, or attempt to exact any promises from any candidate for any such office, relative to any appointment or removal of any city-county officer, and any violation of the provisions of this section shall be willful misconduct of the mayor. Except for the purpose of obtaining information, the mayor shall deal solely and directly through the chief administrative officer with respect to the part of the city-county government under the chief administrative officer's direction.

ARTICLE 7
OTHER ELECTIVE AND APPOINTIVE OFFICERS

Section 701. Elective Officers.

The city-county elective officers, other than the mayor and the council of supervisors, shall be:

(a) Assessor;

(b) Auditor;

(c) District Attorney;

(d) Sheriff;

(e) A County Board of Education which shall be elected as required by State law; and

(f) Members of local community councils who shall be elected as provided in Article 8.

Section 702. Qualifications.

Each county-wide elective officer or candidate for election, or appointment in the case of vacancy, shall be an elector and a resident of the city-county at the time nomination papers are issued to the candidate or at the time of appointment, as the case may be, and shall continue to reside in the city-county during the officer's term of office.

Section 703. General Powers and Duties.

Except as otherwise provided in this Charter, each and all of the officers now existing or created by this Charter or by the Constitution or general law of the State of California or by the council of supervisors, shall have and exercise all the powers and shall perform all the duties vested in and delegated to them by the Constitution and the general laws of the State of California, by this Charter and by ordinance.

Section 704. Auditor.

(a) The auditor shall be the controller and the chief accounting officer of the city-county.

(b) No person shall hereafter be elected or appointed to the office of county auditor of any county unless that person:

- (1) Possesses a valid certificate issued under the laws of the state of California showing that person to be, and a permit authorizing that person to practice, as certified public accountant or as a public accountant; or
- (2) Possesses a valid certificate or diploma of graduation from a school of accountancy; or
- (3) Has served as a county auditor or as deputy county auditor for a continuous period of not less than three years.

This section shall not apply to any person duly elected or appointed as a county auditor and actually serving as such officer on the effective date of this section, and such person shall be deemed to be eligible to hold, and to be re-elected to said office notwithstanding the provisions of this section.

Section 705. Sheriff.

(a) The sheriff shall be the chief law enforcement officer of the city-county.

(b) The duties and responsibilities of the sheriff shall be consistent with the general laws of the state, unless otherwise provided in this Charter.

(c) The sheriff shall have sole responsibility for, and take charge of all County jails and correctional facilities and the prisoners in them; and all those employees who have authority to lawfully exercise physical restraint and/or force, shall be sworn deputy sheriffs/police officers.

(d) The sheriff's department shall also constitute the city-county municipal police department, and the sheriff's deputies shall also be officers of the city-county police department.

(e) The sheriff shall appoint an undersheriff, a chief of police services and other officers and employees necessary to carry out the functions of the sheriff's department. All sworn deputy/officer positions above the rank of captain, including, but not limited to undersheriff and chief of police services, shall be exempt positions.

Nothing in this section shall be construed to infringe on the council of supervisors' authority over funding for the sheriff's department in any way.

(f) Except in cases of emergency, no sworn officers employed by the City of Sacramento Police Department prior to the enactment of this Charter and no sworn officers previously employed by the California Highway Patrol and appointed to the city-county sheriff/police department, pursuant to subsection (g) of this section shall be assigned to any duties previously under the jurisdiction of the sheriff where there was no similar duty performed by the Sacramento Police Department, without the consent of the officer.

(g) Subject to funding by the transition board, or the council of supervisors, as the case may be, the Sheriff, at his or her discretion, may appoint sworn officers of the California Highway Patrol who have been assigned to the Valley Division for at least six (6) consecutive months prior to the enactment of this Charter, as sworn officers of the city-county sheriffs/police department. Such officers may count their service time with the California Highway Patrol as service time with the Sacramento City-County Sheriffs/Police Department for the purposes of departmental seniority. The Sheriff's authority to make such appointments shall commence upon the enactment of this Charter and shall terminate two years after the date the California Highway Patrol ceases to provide traffic enforcement services for local streets within the city.

Section 706. Elections; Terms of Office.

The assessor, auditor, district attorney and sheriff shall be elected from the city-county at large as provided in Article 14 and shall serve terms of four years, commencing the second (2nd) day of January following their election, and until a successor qualifies.

Section 707. City-County Attorney.

The mayor shall appoint and may remove the city-county attorney with the concurrence of a majority of the council of supervisors. The council of supervisors shall prescribe the qualifications, duties and compensation of such officer. The city-county attorney shall serve as legal counsel to the city-county government and all of its officers, agencies, departments, boards, commissions, and sub-governments and shall have such other powers and duties as may be prescribed by State law and by ordinance or resolution of the council of supervisors. For purposes of applicable State law, the city-county attorney shall be both a city attorney and a county counsel, and the city attorney powers shall supersede the county counsel powers in the event of a conflict. In situations where the city-county attorney determines there is a conflict in representation by that office, the council of supervisors and/or the mayor may authorize the retention of other legal counsel to represent one or more of the conflicting parties.

Section 708. Mayor's Staff.

The mayor shall appoint such members of the mayor's staff, exempt from the civil service system, as may be

provided by ordinance of the council of supervisors. The compensation paid to such staff members shall be fixed by ordinance of the council of supervisors. The mayor's staff shall serve at the pleasure of the mayor.

Section 709. Chief Probation Officer and Probation Committee.

The manner and method of appointment and removal of the chief probation officer and assistants and the members of the probation committee shall be as is now or as hereafter may be provided by general state law.

Section 710. County Superintendent of Schools.

The office of County Superintendent of Schools, as such office exists on the effective date of this Charter, shall continue as provided by applicable State law and shall be filled by appointment by the County Board of Education.

Section 711. Compensation and Expenses of Elected Officers.

Except as otherwise provided in this Charter, the compensation of the elective officers, including members of local community councils, shall be established annually by ordinance by the council of supervisors. In addition, these elected officers may be reimbursed for actual and necessary expenses incurred in the performance of official duties in accordance with general policies to be established by the council of supervisors and applicable to officers and employees of the city-county.

Section 712. Compensation and Expenses of Appointive Officers.

Except as otherwise provided in this Charter, the compensation of appointed officers shall be established annually by ordinance by the council of supervisors. In addition, appointed officers may be reimbursed for actual and necessary expenses incurred in the performance of official duties in accordance with general policies to be established by the council of supervisors and applicable to officers and employees of the city-county.

Section 713. Vacancy in Elective Office.

A vacancy in the office of assessor, auditor, district attorney or sheriff shall be filled by a special election to be immediately called by the council of supervisors, unless the vacancy occurs within two years of the next regular election at which the office would normally be filled, in which case the vacancy shall be filled by appointment by a majority vote of the members of the council of supervisors within sixty (60) days from the date of the vacancy. If the council of supervisors fails to make an appointment to fill the vacancy, the mayor shall make an appointment to fill the vacancy within thirty (30) days of the expiration of the sixty (60) day period. A person elected or appointed to fill a vacancy shall hold office for the unexpired term of the former incumbent.

Section 714. Vacancy in Appointed Office.

Whenever a vacancy occurs in any appointive office, the vacancy shall be filled, subject to the manner and method provided herein for the original appointment, by the

person, council, board or commission who made the original appointment.

Section 715. Method of Suspension and Removal of Appointive Officers.

Every officer appointed by the chief administrative officer shall serve at the pleasure of chief administrative officer and may be removed or suspended at the pleasure of chief administrative officer. If an officer is part of the classified service, the suspension or removal shall be in accordance with Article 13 and the rules applicable to the classified service.

Section 716. Appointments.

The council of supervisors by ordinance or resolution, consistent with the provisions of Article 13 shall fix and regulate the appointment and number of assistants, deputies, clerks, attaches and other persons to be employed, from time to time, in the offices of the city-county. The council of supervisors shall, in like manner, prescribe and regulate the powers, duties, qualifications and compensation of such persons, the times at which and the terms for which they shall be appointed, and the manner of their appointment and removal, as provided for in this Charter, provided, however, that elective officers shall appoint their own deputies and subordinates as shall be designated in this Charter or in such ordinance, and that appointive officers may appoint their own deputies and subordinates, subject to the approval of the chief administrative officer.

ARTICLE 8
LOCAL COMMUNITY COUNCILS

Section 801. Establishment.

There shall be established in local communities throughout the city-county sub-governments of the city-county government pursuant to Article XI, section 5 of the California Constitution. The governing body for each local community shall be known as the local community council, and shall be established in accordance with the provisions of this Article.

Section 802. Purpose, Powers and Functions.

The purpose of local community councils is to increase access to and opportunity for participation in the local planning issues, including but not limited to the general plan adoption and amendment process, local planning issues and public works issues. In addition, the local community councils will provide a forum for and an avenue and voice to provide input to the council of supervisors and the mayor on such other community issues as any local community council may deem appropriate. With respect to planning issues, the local community councils shall have the powers and functions relating to planning, zoning and subdivision review and approval as provided in Article 9 of this Charter. The local community councils shall have the power and function to bring public works projects and issues of a local nature to council of supervisors for action by the supervisors. The local community councils shall also have the power and function to provide substantial input on and to comment on any other issues including the budget that a local community council deems of interest to its local

community. The local community councils may provide substantial input and recommendations on services provided to the local community.

Section 803. Number and Boundaries.

(a) Number and Boundaries. Initially there shall be twenty (20) local community councils. The boundaries of these community councils shall be as set forth on Exhibit A, attached to this Charter. The number and/or boundaries of the local community councils may be changed as follows:

- (1) boundary changes, creation of new local community councils and merger of existing local community councils may be initiated by resolution of one of the affected local community councils, or by petition signed by not less than 10% of the registered voters within one of the affected communities. The resolution or petition shall be submitted to the council of supervisors.
- (2) the council of supervisors shall designate an agency, board or commission to investigate the request and report its recommendations to the council of supervisors. The designated agency, board or commission shall hold at least one noticed public hearing on the request.

(3) upon receipt of the recommendation from the designated agency, board or commission, the council of supervisors shall hold a noticed public hearing. After consideration of the recommendation and the testimony submitted at the hearing, the council of supervisors may approve, modify and approve or deny the request.

(b) Districts. Each local community council shall initially be divided into five districts. The initial boundaries of each district shall be determined as provided in Article 19. The boundaries and size of the districts shall be determined pursuant to the standard set forth in section 404 and shall be subject to reapportionment as provided in section 405. If required to increase or decrease the number of members of a local community council as provided in section 804(f), the number of districts and the boundaries of the districts may be changed as set forth in section 406.

Section 804. Members and District Elections.

(a) Each local community council shall be activated as of January 2, 1993, and shall initially consist of five members, elected by districts within each community. One community council member shall be elected from each district within the community. Each local community council member or candidate for election, or appointment in the case of vacancy, shall be an elector and a resident of the district within the particular community at the time nomination papers are issued to the candidate or at the time of appointment, as the case may be. Each

member shall continue to reside in the district during the member's term of office, except that no boundary change pursuant to section 803 or section 804(f) shall disqualify a member from serving the remainder of the term.

(b) Term of Office. Members of local community councils shall serve terms of four (4) years commencing on the second (2nd) day of January following their election and until their successors are elected, except that of the initial members of each local community council, the three candidates receiving the three highest number of votes shall serve four year terms, and the remaining two candidates shall serve two (2) years. Thereafter, all members shall serve four (4) year terms.

(c) Initial Election. The initial election of the members of each local community council shall be held in November 1992. The transition board shall establish the procedures for the nomination and election of members of the local community councils. The transition board shall also adopt regulations on campaign contributions and expenditure limits and reporting requirements applicable to the initial election. On the ballot in each district in each community, the voters in the district shall vote for one (1) member of the local community council. The election shall be called, held and conducted and the returns shall be canvassed and the result declared in substantially the same manner as other elections held in the County of Sacramento, except as modified procedurally by ordinance. The transition board by an order entered on its minutes shall declare as elected members of the local community council of each community the five candidates, one from each district, receiving the highest number of votes at that election.

(d) Subsequent Elections. For elections after the initial election at which the local community councils are elected, the council of supervisors shall provide for general elections. At the next city-county general election after the initial election, the seats of those two members of each local community council who received the lowest number of votes in their respective districts at the initial election shall stand for election to full four-year terms. Two years after that first subsequent election, the seats of the remaining three members of each local community shall stand for election. In each city-county general election year thereafter, either two or three members of each local community council shall be elected for four-year terms.

(e) Vacancies. A vacancy on a local community council shall be filled by special election to be called by the council of supervisors, unless the vacancy occurs within two years of the next regular election at which such office would normally be filled, in which case the vacancy shall be filled by appointment by a majority of the remaining members of the local community council within sixty (60) days from the date of the vacancy. If the local community council fails to make an appointment to fill the vacancy, the mayor shall make an appointment to fill the vacancy within thirty (30) days after the expiration of the sixty (60) day period. A person elected or appointed to fill a vacancy shall hold office for the unexpired term of the former incumbent.

(f) Increase in Local Community Council membership.

Upon the request of a local community council, the council of supervisors may, by a majority vote, increase the number of members of the local community council. The request of the local community council shall state the desired increase in membership and the reasons for the desired increase in membership. In considering the request, the council of supervisors shall consider the reasons stated by the local community council, the size and population of the local community and the cost of implementing the increase in membership. If the council of supervisors determines to approve the request, any increase in membership shall maintain an odd number of members of the local community council and shall be implemented in a manner to retain staggered terms. The local community shall be redistricted as provided in section 406 to accommodate the increase in membership. If the number of members of a local community council is increased, the local community council may later request that its membership be decreased. The procedure for request and consideration of a decrease shall be the same as the request for an increase in membership; provided, that the number of members of a local community council shall not be decreased to less than five members.

Section 805. Meetings, Conduct of Meetings, Records.

(a) Each local community council shall hold regular meetings at least once a month at such times and places as may be fixed by resolution of that body. All meetings of the local community councils shall be open to the public to the same extent and in the same manner as

provided for meetings of the Council of Supervisors in Section 411(a) of this Charter.

(b) Rules, Quorum and Voting.

- (1) Each local community council shall determine and adopt its own rules of procedure.
- (2) A majority of the members of each local community council then in office shall constitute a quorum, except that a lesser number may adjourn from time to time and may compel attendance of absent members in a manner provided by resolution.
- (3) Each local community council shall act only by resolution or motion. Except as otherwise provided in the Charter, the affirmative vote of a majority of all members of each local community council shall be necessary to pass any resolution or motion of a particular local community council. Each of the local community councils shall be a continuing body and no measure pending before that body shall abate or be discontinued by reason of the expiration of the term of office or removal of the members of that body or any of them.

(4) Each local community council shall elect a chairperson who shall preside at all meetings. The chairperson may make or second any motion and present, discuss and vote on any matter as a member of the local community council. In the event of the chairperson's absence or inability to act, the remaining members shall, by an order entered into the minutes, select one of their members to act as chair pro tem, who, while so acting, shall have all of the authority of the chairperson.

(c) Each local community council shall keep a permanent public record of its proceedings, including all actions considered and taken, motions and records, the text of resolutions introduced or adopted and all amendments proposed or adopted, and the vote of each member of the local community council regarding any matter before that body.

Section 806. Relationship to Council of Supervisors.

(a) The local community councils shall provide advice and recommendations to the council of supervisors on matters of local concern. Issues of a local nature, including public works issues, submitted to the council of supervisors by resolution of a local community council, shall be placed on an agenda of the council of supervisors within thirty (30) days of receipt by the clerk of the council of supervisors for consideration by the council of supervisors.

(b) The council of supervisors shall provide, within the constraints of the annual budget, planning legal and other support to aid the local community councils in the timely development and completion of community plans and any other project that comes before the local community councils.

ARTICLE 9
LAND USE PLANNING

Section 901. Purpose.

Pursuant to the home rule powers of the city-county under the California Constitution, this Article provides for the establishment of a framework governing land use planning and zoning administration in the city-county, whereby local communities shall have authority over land use planning matters of a local nature, and the city-county government shall have authority over land use planning matters of a county-wide nature. Accordingly, the provisions of the State Planning and Zoning Law, as set forth in the California Government Code, shall not be applicable to the actions of the city-county, its subgovernments created under this Charter, or to their officers or employees, except to the extent that the council of supervisors by ordinance expressly adopts provisions of the State Planning and Zoning Law not otherwise inconsistent with this Charter.

Section 902. General Plan.

(a) Preparation. The council of supervisors, with the assistance of the local community councils, the policy planning commission and the officers and employees of various departments of the city-county, shall prepare a general plan for the city-county. The mandatory elements of the general plan shall be those specified in those provisions of the State Planning and Zoning Law applicable to charter cities. Any discretionary elements of the general plan shall be determined by resolution of the council of supervisors.

(b) Adoption. The council of supervisors shall adopt the general plan or any amendment to the general plan by resolution only after complying with those procedural guidelines which the council of supervisors may by ordinance adopt. Such procedures shall include opportunity for public comment and hearing on the proposed general plan. The policy planning commission shall review and comment on any proposed general plan or amendment to the general plan and shall forward its comments and recommendations to the council of supervisors. In considering the adoption or amendment of the general plan, the council of supervisors shall give written notice to each local community council, at least thirty (30) days prior to the public hearing on the adoption or amendment of the general plan, to solicit comments on the general plan from the local community councils.

(c) Administration. Upon adoption of the general plan, the city-county shall administer the general plan in accordance with the policies established by the council of supervisors.

(d) Amendment. The council of supervisors may amend the general plan in accordance with this Charter and the procedures which it may by ordinance adopt. Amendments to the general plan may be initiated in the manner specified by the council of supervisors.

Section 903. Community Plans.

(a) Preparation. Each local community council may prepare a specific plan for its particular community based upon and consistent with the general plan of the city-county. The council of supervisors may adopt minimum procedural guidelines to assure minimum standards for

public notice and hearing. In addition, during the preparation of its community plan, the local community council shall provide opportunity for the involvement of its residents and residents of the entire city-county, plus public agencies, business, civic, education and other community groups and organizations, through public hearings and any other means the local community council deems appropriate.

(b) Adoption. After a community plan is prepared and after public hearing, the local community council may adopt the plan by resolution. The local community council shall transmit the plan to the council of supervisors for a determination of whether the community plan is consistent with the general plan. The community plan shall not become effective until the council of supervisors has determined that the community plan is consistent with the general plan.

(c) Consistency With General Plan. The council of supervisors shall determine whether each proposed community plan is consistent with the general plan. If the council of supervisors determines that the community plan is consistent with the general plan, the council of supervisors by resolution shall approve the community plan. If the council of supervisors determines that the community plan is not consistent with the general plan, the council shall disapprove the community plan, setting forth in writing the reasons for its disapproval, and return the community plan to the local community council for revision or other appropriate action in accordance with the action of the council of supervisors. If the local community council thereafter revises the community plan, it shall adopt it in the same manner as set forth above and transmit

it to the council of supervisors for review and decision on the basis of consistency with the general plan as set forth above.

(d) Amendment.

- (1) Community plans may be amended in the same manner that they are adopted and subject to the council of supervisors' determination that the amendment is consistent with the general plan.
- (2) If a general plan amendment is presented to and approved by the council of supervisors prior to or concurrently with a proposed community plan amendment, and if the community plan as amended is consistent with the amended general plan, then the council of supervisors shall determine that the community plan amendment is consistent with the general plan, as amended.
- (3) If the local community council disapproves a proposed community plan amendment, that action may be appealed as provided in Section 910.

Section 904. Zoning; Rezoning.

(a) Zoning Code. Except as otherwise provided in this Charter, the council of supervisors shall have the sole authority to adopt and amend a zoning code for the city-county.

(b) Rezoning.

- (1) All applications for rezoning of a particular parcel or parcels from one zone to another shall initially be submitted to the local community council for the community in which the affected property is situated. If the territory sought to be rezoned includes territory in more than one local community council, then separate applications shall be submitted to each of the respective local community councils for the territory within their respective community's borders. The council of supervisors shall as part of the Zoning Code and consistent with this Charter adopt procedural guidelines for the processing of rezoning applications that upon adoption shall be applicable to all local community councils.
- (2) The local community council for the community in which the affected property is situated shall hear and decide applications for rezoning. The local community council may approve, modify and approve or disapprove the application for rezoning; provided, however, that no rezoning application shall be approved unless it is consistent with the general plan and any community plan. The local

community council's action on a rezoning application shall be final unless the decision is appealed as provided in Section 910.

(c) Rezoning Requiring Amendment to Community Plan.

An application for rezoning may be filed concurrently with an application for a community plan amendment. The local community council may consider the application for rezoning concurrently with the application for a community plan amendment. If the local community council determines to approve the community plan amendment and the rezoning, the rezoning shall not become effective until the council of supervisors determines that the community plan amendment is consistent with the general plan, as provided in Section 903(c) of this Charter.

(d) Appeal of Rezoning Decisions. The action of the local community council on a rezoning may be appealed as provided in Section 910.

Section 905. Development Agreements.

All applications for development agreements, as defined in the State Planning and Zoning Law, shall be submitted to the council of supervisors for approval by ordinance; provided, however, that the city-county government shall involve officials of respective local community councils in the negotiations concerning the terms of any development agreement which affects territory within the boundaries of that local community. The council of supervisors shall not approve a development agreement

unless it finds that the provisions of the agreement are consistent with the general plan and any applicable community plan.

Section 906. Overlay Zones.

(a) The creation and approval of any overlay zones in the city-county shall be the sole responsibility of the council of supervisors.

(b) The council of supervisors shall prepare overlay zones for geographically specific resources and facilities, including, but not limited to, mineral resources, the American River Parkway and airports. The council of supervisors may prepare overlay zones for other uses as the council of supervisors deems appropriate.

Section 907. Special Planning Areas; Neighborhood Preservation Zones.

In certain circumstances, it may be desirable to provide for a greater range or mixture of uses in an area than would be permitted in the standard land use zones in the city-county zoning code. It may also be desirable to provide for the protection and preservation of existing neighborhood characteristics through special regulations not found in the standard land use zones in the city-county zoning code. Pursuant to this Section, proceedings may be initiated with the applicable local community council to regulate property in the city-county that has unique environmental, historic, architectural or other features which require special conditions not provided through the application of standard zone regulations. Local community councils may adopt special planning areas and/or neighborhood preservation zones pursuant to the requirements and

procedures which the council of supervisors may provide by ordinance. Any local community council that adopts a special planning area or neighborhood preservation zone shall submit the proposal as adopted to the council of supervisors for a determination of consistency with the general plan. The process of review and approval of special planning areas by the council of supervisors shall be the same as the process of review and approval of community plans set forth in Section 903.

Section 908. Subdivision and Parcel Maps.

(a) Local Ordinance. The council of supervisors shall adopt, by ordinance, regulations governing all subdivisions pursuant to the Subdivision Map Act (Title 7, Division 2 of the California Government Code). Those regulations shall constitute a "local ordinance" as defined by the Subdivision Map Act.

(b) Tentative Subdivision Maps and Parcel Maps. Tentative subdivision maps and parcel maps shall be subject to review and approval by the particular local community council in which property is sought to be subdivided; provided, however, that all map applications shall first be reviewed by any body or official of the city-county designated by ordinance of the council of supervisors to serve as an "advisory agency" as that term is defined in the Subdivision Map Act. The council of supervisors shall by ordinance provide regulations governing the review and approval of maps consistent with this section, including, but not limited to, procedures for assuring that regional impacts, including the need for additional municipal services or construction of additional infrastructure, are considered, in the review process.

(c) Final Maps. The council of supervisors shall have the sole authority to approve final subdivision maps and to review proposed amendments to final maps. The council of supervisors shall also have sole authority to accept or reject offers of dedication at the time of final map approval.

(d) Appeal. All actions of local community councils regarding subdivision maps or parcel maps shall be appealable as provided in Section 910.

(e) Changes in State Law. The provisions of this section may be modified to the extent necessary to comply with changes or amendments to the Subdivision Map Act.

Section 909. Use Permits; Variances.

(a) Governing Body. Each local community council shall hear and decide all applications for use permits and for variances from the city-county zoning code or other land use ordinances for property within its territory. The council of supervisors shall as part of the zoning code adopt guidelines and regulations for the processing and for the approval or denial of use permits and variances that upon adoption shall be applicable to all local community councils.

(b) Appeal. The decisions of local community councils on use permits and variances shall be appealable as provided in Section 910.

Section 910. Appeals of Land Use Decisions.

(a) Policy Planning Commission as Appeals Body.
Decisions of local community councils as provided in this Article shall be appealable to the policy planning commission.

(b) Procedures. The policy planning commission shall review all matters appealed to it according to the procedures established by this Charter and by ordinance of the council of supervisors.

(c) Action on Appeal.

- (1) After conducting a hearing on an appeal, the policy planning commission, by majority vote of all commissioners present and voting on the appeal, may uphold, modify and uphold or reverse the action of the local community council.
- (2) If on appeal from a rezoning decision the policy planning commission determines that the local community council's action is consistent with the community plan, if any, and the general plan, the policy planning commission shall uphold the decision of the local community council. If on appeal from a rezoning decision the policy planning commission finds that the local community council's action is not consistent with the community plan, if

any, or the general plan, the policy planning commission shall amend and uphold or reverse the decision of the local community council.

- (3) The decision of the policy planning commission on an appeal shall be in writing, setting forth the reasons for its action. The decision of the policy planning commission shall be reported to the local community council, the applicant and any appellants. The decision of the policy planning commission shall be final.

Section 911. Creation and Duties of Policy Planning Commission

(a) A policy planning commission shall be established by the council of supervisors. The commission shall be comprised of eleven (11) members and three (3) alternates, each of whom shall be a member of a local community council. Each local community council shall nominate one of its members to the supervisor whose district includes the local community. Each supervisor shall select one member of the commission from the nominees submitted by the local community councils within the supervisor's district. The council of supervisors shall then jointly select three alternates from those nominated by the local community councils. Each member and alternate appointed to the commission shall serve a four (4) year term, except that the terms of the initial members appointed by supervisors from even numbered districts and one alternate shall be two years and the terms of the initial members appointed by supervisors from odd numbered

districts and two alternates shall be four (4) years. Thereafter, all members and alternates shall serve four (4) year terms.

If a member or alternate resigns or otherwise vacates his or her office as a member of a local community council, the member or alternate shall also automatically vacate his or her position as a member of the policy planning commission. The local community council member appointed to fill the vacancy shall serve for the unexpired term of the former incumbent.

No representative from a local community council shall sit in review of a decision appealed from his or her particular local community council. The alternates shall vote only upon one of the following conditions: (1) Absence of one or more members; (2) Disqualification of one or more members either because the appeal is from a decision from the member or members' local community council or because of an expressed conflict of interest.

(b) The policy planning commission shall be the planning commission for the city-county. It shall hear appeals from decisions of the local community councils as provided in this Charter. In addition, the commission shall consider, review and make recommendations to the council of supervisors on adoption and amendment of the general plan, implementation of the general plan, whether community plans are consistent with the general plan, adoption and amendment of the capital improvement program, and on such other planning matters as the council of supervisors may determine. The policy planning commission shall also perform such other functions as determined by the council of supervisors.

ARTICLE 10
URBAN AND GENERAL SERVICES DISTRICTS

Section 1001. Services Districts.

(a) Within its geographic limits, the city-county government shall comprise initially two service and taxing districts (herein called "services districts"), wherein taxes and municipal service charges shall be assessed, levied and collected by the city-county government in accordance with the kind, character, type, degree and level of services provided within these services districts, and, subject to the limitations contained in the State Constitution, the rate and manner of taxation and of municipal service charges may vary in one district from that in the other district.

(b) The council of supervisors shall divide the territory of the city-county into two services districts. One services district shall be known as the urban services district and shall consist of the total area of the former City of Sacramento. The other services district shall be known as the general services district and shall consist of the total area of the city-county not included in the urban services area. The boundaries of services districts may be changed from time to time consistent with this Article. Any territory to be annexed to an existing services district need not be contiguous to that existing district.

(c) Subject to the limitations contained in the State Constitution, it is intended by this Article that taxation and municipal service charges of the city-county government within the general services district shall be determined, levied and assessed on the basis of those

governmental duties, functions, services, and obligations, including the creation of indebtedness, which are generally available and accessible to all residents, or are the responsibility of all residents, throughout the total area of the city-county, and that taxation and municipal service charges of the city-county government within the urban services district shall be determined, levied and assessed on the basis of those higher or more comprehensive governmental duties, functions, services, and obligations, including the creation of indebtedness, which benefit primarily the residents and territory of the urban services district.

(d) In the initial establishment of the urban services district, the service levels of the former city of Sacramento shall be maintained at levels similar to the service levels provided in the city of Sacramento prior to the adoption of this Charter and commensurate with the taxes, including the utility users tax, paid by residents of the former city of Sacramento. The service levels and taxes paid in the two services districts shall not be changed by the transition government established under Article 19. Thereafter, the service levels and the taxes and charges may be changed as provided in this Article.

Section 1002. Implementation.

In order to fully implement the provisions of this Article consistent with legal requirements, and to obtain the intended results, the council of supervisors may exercise any power or procedure available under the Constitution and general laws of the State of California, including the power to create sub-governments of the city-county. Without limiting the foregoing, so long as

urban and general services districts are separately maintained under the provision of this Article, the council of supervisors by ordinance may establish and maintain as a separate agency or department of the city-county an urban fire department to provide fire protection for the urban services district, leaving the responsibility for fire protection for the general services area to fire protection districts which may continue to exist in what was the unincorporated area of the County of Sacramento.

ARTICLE 11
BOARDS, COMMISSIONS AND AGENCIES

Section 1101. Boards and Commissions - Continuation.

All boards and commissions other than governing bodies of the consolidated governments on the effective date of this Charter shall continue in existence with the same jurisdiction and powers until re-established, suspended, modified or abolished by the council of supervisors.

Section 1102. Boards and Commissions - Creation and Appointments.

The council of supervisors shall provide by ordinance for such boards and commissions as may be required by law or deemed desirable, shall prescribe their functions, and may prescribe qualifications and conditions of service on such boards and commissions, including compensation and reimbursement for expenses, and terms of office. Except as otherwise expressly provided in this Charter, the mayor shall appoint all members of boards and commissions with the approval of the council of supervisors; provided that advisory boards and advisory commissions to the council of supervisors shall be appointed and function as prescribed by the council. After appointment and approval by the council of supervisors, all members of boards and commissions, except those appointed solely by the council of supervisors, shall serve at the pleasure of the mayor.

Section 1103. Functions of Boards and Commissions.

Except as otherwise provided in this Charter, the authority and functions of boards and commissions shall be

specified by ordinance, consistent with applicable Federal and State law.

Section 1104. Meetings.

The council of supervisors by ordinance shall prescribe an open public meeting requirements comparable to those contained in Section 411 of Article 4 for all boards and commissions of the city-county, and shall include therein provisions to afford the public a reasonable opportunity to appear on matters considered by boards and commissions.

Section 1105. Agencies.

The existence, status, jurisdiction, rights, powers and obligations of redevelopment agencies, housing authorities, parking authorities, dependent special districts and joint powers authorities in existence and functioning on the effective date of this Charter shall not be affected by the adoption of this Charter, except that after the effective date of this Charter the mayor and council of supervisors shall succeed to the rights, powers and functions of the mayor and legislative body of the former City of Sacramento and the presiding officer of the board and board of supervisors of the former County of Sacramento with respect to those agencies. Thereafter, the council of supervisors by ordinance or resolution may terminate the existence or change the status, jurisdiction, rights, powers or obligations of any such agency or authority, and may merge or consolidate any such agency or authority with any other, in any manner consistent with the Charter, or applicable State law and any outstanding obligations of that agency or authority.

As used in this section a "dependent special district" is a special district whose governing body, prior to the adoption of this Charter, was the board of supervisors of Sacramento County or the city council of the City of Sacramento.

ARTICLE 12
FINANCIAL PROVISIONS

Section 1201. Fiscal Year.

Unless otherwise provided by ordinance, the fiscal year of the city-county shall commence on the first day of July and end on the last day of June next following.

Section 1202. Levy of Property Tax.

No later than the date set by State law for such purpose, and subject to the limitations contained in the Constitution, the council of supervisors shall fix the rate or rates of property tax to be levied and levy the tax upon all taxable property in the city-county. Subject to the limitations contained in the Constitution, these rate or rates shall be adequate to meet all obligations of the city-county for the fiscal year, taking into account estimated revenues from all other sources. Subject to the limitations contained in the Constitution, the property tax rate or rates may vary from area to area within the city-county in accordance with the services districts established in Article 10. Should the council of supervisors fail to fix the rate or rates and levy taxes within the time prescribed, the rate or rates for the last preceding fiscal year, as those rate or rates were applied to various areas, shall be automatically effective, and a tax at such rate or rates shall be levied upon all taxable property in the city-county in the same manner for the current fiscal year.

Section 1203. Taxes.

The city-county shall have the power of a charter city to levy taxes. The council of supervisors shall have sole authority to levy taxes within the city-county. Without limiting the foregoing, the city-county may levy a utility users tax and business license tax to support municipal services within the city-county. The city-county may levy taxes in portions, areas, or urban service districts within the city-county.

Section 1204. Generation and Receipt of Revenues.

Revenue receipt, allocation, generation and disbursement shall fall within the sole authority of the council of supervisors. The council of supervisors may incur bonded indebtedness for any lawful purpose under such terms and conditions as the council of supervisors may determine.

Section 1205. Budgetary and Financial Procedures.

Except as otherwise provided in this Charter, the budgetary, financial and accounting procedures and practices of the city-county shall be as prescribed by State law applicable to counties; provided, however, that nothing in this section shall be construed to bar or limit the city-county from exercising the powers of a charter city with respect to revenue sources. Consistent with this Charter, the council of supervisors, by ordinance or resolution, shall establish budgetary and financial policies and procedures for the city-county government and for all sub-governments.

Section 1206. Assumption of Obligations.

(a) General obligation indebtedness of all consolidated governments as of the effective date of this Charter shall be assumed as general obligations by the city-county government; provided that such general obligation indebtedness shall remain and be payable only from the area that was subject to such indebtedness prior to the adoption of this Charter. General obligation indebtedness incurred by any consolidated government following the date of adoption of this Charter and prior to its effective date shall also remain payable from the area subject to such indebtedness. As used in this section, "general obligation" means a liability or indebtedness of the kind which, if incurred by a city or county, would be subject to the provisions of Section 18 of Article XVI of the Constitution of the State of California, or a liability or indebtedness payable from taxes or general revenues of a consolidated government to be received in a fiscal year other than the fiscal year in which such liability or indebtedness was incurred.

(b) Continuing costs and obligations of all consolidated governments for retirement systems and pensions plans in existence on the effective date of this Charter shall be assumed by the city-county government.

(c) Lease payments and operating costs of all consolidated governments as of the effective date of this Charter for all public buildings and facilities shall be assumed by the city-county government.

(d) Revenue bond or special fund indebtedness, not involving a general obligation, of the consolidated governments as of the effective date of this Charter shall not be assumed as general obligations by the city-county government, but shall continue in effect and be payable according to the terms of such indebtedness. As used in this section "revenue bond or special fund indebtedness" includes any liability or indebtedness of the kind not subject to the provisions of Section 18 of Article XVI of the Constitution of the State of California and includes, but is not limited to, obligations of a redevelopment agency, housing authority, parking authority, joint powers authority, special assessment districts, and obligations payable solely from a special source of revenues or a special fund of a consolidated government other than ad valorem property taxes.

(e) Any obligation or indebtedness of the consolidated governments on the effective date of this Charter not specifically mentioned in this section shall be assumed by the city-county.

Section 1207. Bonds Authorized.

Bonds authorized but not issued by any consolidated government on the effective date of this Charter may be issued by the city-county government according to the terms of the authorization of such bonds.

Section 1208. Collection of Fees and Public Monies.

Except as otherwise provided by ordinance, all fees and public monies collected by an officer, board or commission, or employee of the city-county shall be paid into the Treasury of the city-county on a daily basis where feasible and in any event not less often than every seven days without any deduction on account of any claim for fees, commissions, or any other cause or pretense, together with a detailed statement of the same in writing, a duplicate copy of which shall be filed with the auditor at the same time, in such form as the auditor may require.

Section 1209. Appropriations Limit.

Pursuant to and for the purposes of Article XIII B of the California Constitution, the voters of the city-county hereby establish an appropriations limit for the new consolidated government of the city-county as follows:

Fiscal year 1990-1991	\$621,668,000.00
Fiscal year 1991-1992	\$662,421,000.00

Thereafter, the appropriations limit shall be adjusted as provided by Article XIII B of the California Constitution. If Article XIII B of the California Constitution is repealed, this section shall be inoperable.

ARTICLE 13
PERSONNEL ADMINISTRATION

Section 1301. Purpose.

There shall be established in the city-county a system of personnel administration that meets the social, economic and program needs of the people of Sacramento. This system shall provide means to recruit, select, develop and maintain an effective and responsive work force, and shall include policies and procedures for employee hiring and advancement, training and career development, job classification, salary administration, retirement, fringe benefits, discipline, discharge, and other related activities. All appointments, promotions, reductions and removals in the government service shall be made without regard to sex, race, religion, national origin, or political affiliation. The council of supervisors by ordinance shall include such additional non-discrimination provisions as may be necessary from time to time to conform to applicable Federal and State law. All appointments and promotions into civil service positions shall be based on merit as determined by competitive examination. The provisions of this section are not intended to prevent the establishment of special limited programs or affirmative action programs for the employment of economically or socially disadvantaged persons, or physically or mentally handicapped persons.

Section 1302. Equal Opportunity.

(a) It shall be a policy of the city-county government to provide equal opportunity in employment for all persons, and to provide a continuing affirmative action

program, to include goals and timetables as permitted by law, for equal employment opportunity at each level of government.

(b) The mayor, chief administrative officer, council of supervisors, each elective official and each appointing power shall exercise personal leadership in establishing, maintaining and carrying out a continuing affirmative action program for equal employment opportunity designed to promote equal opportunity in every respect of personnel policy and practice in the employment, development, advancement and treatment of employees.

(c) There is hereby established the position of affirmative action officer. The affirmative action officer shall be appointed by the chief administrative officer and shall be responsible for administering the affirmative action program and assuring that the city-county exercises leadership in establishing, maintaining and carrying out a continuing affirmative action program for equal employment opportunity designed to promote equal opportunity in every respect of personnel policy and practice in the employment, development, advancement and treatment of employees.

Section 1303. Civil Service.

The civil service shall be a permanent career service to which this Charter shall apply and shall comprise all positions in the public service except the following:

(a) Elective and appointed officers;

(b) Members of boards and commissions;

(c) Judges;

(d) Staff employees of the council of supervisors other than clerical personnel;

(e) Staff employees of the mayor;

(f) The chief administrative officer, agency and department heads and their managerial assistants as determined by ordinance;

(g) Chief deputies to each elective and appointed city-county officer other than the mayor and supervisors, and such other exempt assistants and deputies as may be authorized by this Charter or by ordinance;

(h) Doctors and dentists employed in their professional capacity or because of their professional qualifications by the city-county;

(i) Persons serving the city-county without compensation;

(j) Persons employed to make or conduct a temporary and special inquiry, investigation or examination on behalf of the mayor, chief administrative officer, council of supervisors, or other elected officers. No person shall be employed in such a capacity more than the equivalent of six months in any twelve calendar months;

(k) Persons employed for temporary periods of seasonal employment or because of emergency affecting

public health, safety, or welfare. No person shall be employed in such a capacity more than the equivalent of six months in any twelve calendar months;

(1) Public safety auxiliaries as defined by ordinance. No persons shall be employed in such a capacity more than the equivalent of six months in any twelve calendar months;

Section 1304. Personnel System.

The chief administrative officer shall propose and the council of supervisors shall adopt by ordinance a personnel system including a classification system, method of selection based on merit, provisions for probationary periods and methods for removal, suspension, demotion or reduction in compensation. Methods and appeal procedures for removal, suspension, demotion or reduction in compensation shall be subject to collective bargaining, in conformance with applicable State law, with recognized employee organizations.

As used in this article and elsewhere in this Charter, "collective bargaining" means meeting and conferring in good faith in accordance with applicable State law.

Section 1305. Administration of Personnel System.

The chief administrative officer or a designee of such officer shall be responsible for the administration of the personnel system. The chief administrative officer or such designee, subject to the approval of the council of supervisors, shall establish personnel rules consistent

with this Charter and with any collective bargaining obligations that may apply, including but not limited to rules providing for leaves of absence, layoff, transfer, reinstatement, and re-employment. Such rules shall specify that an employee who has regular status in a class who accepts other city-county employment in probationary, provisional or exempt status, shall have the right to return to such employee's former class. No rule established pursuant to this section shall be effective until approved by the council of supervisors by ordinance or resolution.

Section 1306. Collective Bargaining.

Collective Bargaining agreements with recognized employee organizations shall be subject to approval by the council of supervisors and the mayor in the same manner as other resolutions or ordinances are approved. The mayor, the chief administrative officer, and other management representatives may meet with the council of supervisors in closed session on matters concerning employee-employer relations in conformance with applicable State law.

Section 1307. Civil Service Commission.

(a) A civil service commission of five members shall be established by ordinance which shall set forth the qualifications of its members. The commission shall be so constituted as to include representatives of various view points. The members of the commission shall be appointed by the mayor with the consent of the council of supervisors. The members of the commission shall serve staggered five year terms, staggered so that one term expires each year. Members shall continue in office until

their successors are appointed. The ordinance shall provide for the phase-in of initial terms.

(b) The commission shall insure that the merit principles are followed in the selection and classification process and shall have the final authority as specified by ordinance, to resolve employee appeals regarding the selection and classification process.

(c) The commission shall make final decisions on appeals from disciplinary actions involving civil service employees who have successfully completed the probationary period. The commission may establish appeals procedures and rules; provided that appeal procedures and rules mutually agreed on by the mayor and recognized employee organizations and approved by the council of supervisors shall substitute for appeal procedures and rules established by the commission.

Section 1308. Local Community Council Staff.

Local community council staff shall be city-county employees selected by the local community councils from lists of qualified personnel established by the city-county government. Those persons employed as city-county employees shall remain city-county employees while employed by local community councils and shall be subject to supervision, discipline and removal in the same manner as other city-county employees. In addition, the local community council shall supervise the day to day duties of its staff and may request that staff be transferred or removed from assignment to the local community council. The city-county government shall transfer or reassign any employee upon the request of a local community council.

Section 1309. Retirement Systems.

(a) Retirement systems and pension plans existing under any consolidated government on the effective date of this Charter shall continue without modification as to all persons retired or active members of such systems and plans as of the effective date of this Charter.

(b) The council of supervisors by ordinance shall provide for a retirement system for all persons employed by the city-county after the effective date of this Charter or shall, in the alternative, specify their membership in one of the retirement systems continued under subsection (a) of this section. No new retirement system shall go into effect without the approval of the council of supervisors.

(c) Nothing in this section shall prevent the council of supervisors from modifying a retirement system continued or established under this section in accordance with law and pursuant to the provisions under which such system was originally established, or from establishing a new retirement system from time to time subject to approval of a majority of the members of the council of supervisors. The modification of any existing retirement system or adoption of a new system shall be subject to collective bargaining.

(d) No funds or property created by and for the benefit of members of a retirement system or pension plan of a consolidated government may be used or invested in such a manner as to create a conflict of interest between the city-county and the retirement system.

ARTICLE 14
ELECTIONS

Section 1401. Election Code.

The initial elections for mayor and supervisors and all county-wide elective offices conducted under this Charter shall be governed by the provisions in Section 1403 and general State law applicable to cities. Not later than 180 days prior to the first day for filing nomination papers for subsequent elections under this Charter, the council of supervisors shall adopt an Election Code Ordinance, providing an adequate and complete procedure to govern city-county and local community council elections, including the nomination of candidates for all elective offices. All subsequent elections provided for by this Charter, whether for choice of officers or submission of questions to the voters, shall thereafter be conducted in the manner prescribed by the Election Code Ordinance.

Section 1402. Nominations.

Nominations of candidates for all elective offices shall be made in the manner prescribed by this Charter and the Election Code Ordinance.

Section 1403. Initial Elections.

(a) The initial primary election for mayor and supervisors and other county-wide elected officials whose terms expire during the year in which the initial election is held under this Charter shall be held at the June 1992 election after adoption of this Charter. The initial general election of mayor, supervisors and county-wide

elective offices, if necessary, shall be held at the November 1992 election after adoption of this Charter. These initial elections shall be conducted and candidates nominated and qualified in the manner provided in this Article.

(b) The transition board and the county election officials shall call and conduct the initial elections, shall provide for the nomination and qualification of candidates for election, shall canvass the results of the elections and declare the persons elected, and shall do all other acts necessary to provide for the initial elections and qualification of the mayor and supervisors in accordance with the provisions of this Charter the transition board shall also adopt regulations on campaign contributions and expenditure limitations and reporting requirements applicable to the initial election.

Section 1404. Elections.

(a) The primary city-county election shall be held on the same date as the regular statewide primary election, and the general city-county election shall be held on the same date of the regular statewide general election. If either of these days falls on a legal holiday, then the election shall be held on the next succeeding day which is not a legal holiday. All other elections which may be held under this Charter shall be special elections.

(b) At the primary election, the qualified voters of each supervisorial district with a supervisor whose term expires at the end of or during the same year as the election, shall select two candidates for supervisor

for that district. When the term of the mayor or other county-wide elective office expires at the end of or during the same year as the election, the qualified voters in the entire city-county shall also select two candidates for mayor and for each other county-wide elective office. Notwithstanding any other provision in this Charter to the contrary, in the event that at the primary election any candidate for nomination to the office of supervisor or any county-wide elective office shall receive a majority of the votes cast for all the candidates for nomination for that office or seat at the primary election, the candidate so receiving this majority of all votes shall be elected to that office.

(c) At the general election, the voters of each supervisorial district in which a primary election was held shall select between the two candidates who received the highest number of votes at the primary election one candidate who shall succeed to the office of supervisor for that district. For county-wide elective offices, the voters of the entire city-county shall select between the two candidates who received the highest number of votes at the primary election for each county-wide office one candidate who shall succeed to each of the county-wide offices on the ballot.

(d) Electors or voters of the city-county residing in cities not consolidated by this Charter are electors and voters of the city-county and their supervisorial districts for purposes of all city-county elections, including election for the offices of mayor and supervisor, other county-wide elective office and city-county ballot measures. This provision is a

clarification of this Charter and not an exception to or qualification of other provisions.

Section 1405. Elector.

The term "elector" means a person who qualifies to vote at either a state election or federal election held in the State of California.

Section 1406. Taking Office.

All elected officials shall take office on the second (2nd) day of January following the election.

Section 1407. Application of General Law.

Unless otherwise provided for by ordinances subsequently enacted, all elections shall be held in accordance with the provisions of the Elections Code of the State of California, as the same now exist or may be subsequently amended, for the holding of elections in cities, insofar as the same are not in conflict with this Charter.

ARTICLE 15
INITIATIVE, REFERENDUM, RECALL

Section 1501. Initiative.

All provisions of state law applicable to cities relative to the initiative may be invoked by the electors of the city-county, whenever the use of the initiative is permitted by state law applicable to cities. The provisions of the Elections Code of the State of California applicable to city initiatives shall apply to initiatives in the city-county.

Section 1502. Referendum.

All ordinances which may be passed by the council of supervisors shall be subject to referendum, whenever the use of referendum is permitted by state law applicable to cities. The provisions of the Elections Code of the State of California applicable to city referenda shall apply to referenda in the city-county.

Section 1503. Recall.

The holder of any elective office may be recalled in the manner provided by state law applicable to cities, by the electors after such person has held office six months.

Section 1504. Elections Code.

The council of supervisors may include procedural provisions in the Elections Code Ordinance consistent with this article.

ARTICLE 16
CITIES OF FOLSOM, GALT, ISLETON

Section 1601. Continuation.

(a) If the city council of the City of Folsom does not request to join the consolidated government or the electorate of the City of Folsom has voted against joining the consolidated government with the city-county by a majority voting in favor of the ballot proposition to retain its local governmental structure, the City of Folsom shall continue in existence as a municipal corporation having general law status, rights and powers, and the status or relationship of that city to the city-county shall be the same as that of a city to another city and also to the county in which it is located.

(b) If the city council of the City of Galt does not request to join the consolidated government or the electorate of the City of Galt has voted against joining the consolidated government with the city-county by a majority voting in favor of the ballot proposition to retain its local governmental structure, the City of Galt shall continue in existence as a municipal corporation having general law status, rights and powers, and the status or relationship of that city to the city-county shall be the same as that of a city to another city and also to the county in which it is located.

(c) If the city council of the City of Isleton does not request to join the consolidated government or the electorate of the City of Isleton has voted against joining the consolidated government with the city-county by a majority voting in favor of the ballot proposition to

retain its local governmental structure, the City of Isleton shall continue in existence as a municipal corporation having general law status, rights and powers, and the status or relationship of that city to the city-county shall be the same as that of a city to another city and also to the county in which it is located.

Section 1602. Consolidation and Merger.

No city continued in existence under this article shall be consolidated and merged with the city-county without approval of a majority of its electors voting in an election called for that purpose. Such election may be called by the city council of the city in which the election will be held or through the initiative petition process. In the event that following the adoption of this Charter, a majority of the electors of any such city voting in an election called for that purpose approves consolidation and merger with the city-county, the council of supervisors by ordinance may prescribe the terms and conditions of the consolidation and merger of any such city and by ordinance may establish any such city as a local community as provided in Article 8.

Section 1603. Changes in Boundaries.

Boundaries of cities continued under Section 1601 shall be subject to change in the manner provided by general State law for general law cities.

ARTICLE 17
SPECIAL DISTRICTS

Section 1701. Special Districts Continued.

Except as provided below, all special districts operating within the County of Sacramento or exercising all or any part of its jurisdiction or powers within the County of Sacramento shall remain in existence and shall not be affected by the adoption of this Charter.

Section 1702. Requesting Special Districts Dissolved.

Every special district which requested to join the consolidated government, as provided in Government Code section 51921.5, shall be dissolved and merged into the city-county government. A list of those special districts which are dissolved pursuant to this section shall be maintained in the office of the clerk of the board of supervisors and thereafter in the office of the clerk of the council of supervisors.

Section 1703. Special Districts - Consolidation and Merger with City-County.

(a) Special districts that did not request to join the consolidated city-county government and which, therefore, continue in existence after the effective date of this Charter, may be consolidated and merged with the city-county government as follows:

- (1) By a request adopted by the governing board of the special district and approval of the request by a majority vote of the council of supervisors.

- (2) By a petition signed by not less than ten percent (10%) of the registered voters of the special district and approval of the petition by the council of supervisors. Such petition shall, after approval by the council of supervisors, be approved by a majority vote of the electors of the district voting on the issue.
- (3) By resolution adopted by a majority of the council of supervisors. Such resolution of the council of supervisors, when not preceded by a request from the governing board of the affected special district, shall be approved by a majority vote of the electors of the affected district voting on the issue.
- (4) By any procedure established by state law to the extent such procedure is not inconsistent with this section.

(b) The council of supervisors may adopt procedures to implement this section.

Section 1704. Annexations and Detachments to Special Districts.

Until merged and consolidated with the city-county pursuant to section 1703, special districts may continue to annex territory, detach territory, and merge with other special districts with similar powers and duties as provided in state law.

Section 1705. Special Assessment and Community
Facilities Districts.

Special assessment districts and community facilities districts whose formation has been completed on the effective date of this Charter shall not be affected by the adoption of this Charter. Special assessment district and community facilities district proceedings commenced but not completed on the effective date of this Charter shall be continued by the governing body of the government that initiated the proceedings. On and after the second day of January, 1993, special assessment district and community facilities district proceedings commenced but not completed shall be continued by the city-county council of supervisors according to the provisions governing such proceedings.

ARTICLE 18
MISCELLANEOUS PROVISIONS

Section 1801. Franchises.

(a) The council of supervisors shall have the authority to grant or issue franchises, licenses and permits for the transaction of business or the providing of services, or for the use of public streets or other public places. The council shall provide by ordinance uniform procedures for the granting or issuing of franchises, licenses and permits, the taxes, charges, fees or other compensation to be paid for them and the penalties for their violation.

(b) No franchise grant shall be construed to impair or affect the right of the city-county, acting pursuant to law, to acquire the property of the grantee either by purchase or through the exercise of the right of eminent domain.

Section 1802. Financial Disclosure and Campaign Contribution Reporting.

The council of supervisors shall provide in the Election Code Ordinance requirements for financial disclosure and campaign contribution reporting for all elected officials and candidates for elective office of the city-county, including candidates and elected members of local community councils and governing bodies of other sub-governments. The financial disclosure provisions applicable to elected officials shall also be applicable to members of boards and commissions, and to such other officers and employees as shall be designated by ordinance.

Section 1803. Regulation of Lobbying Activities.

The council of supervisors by ordinance shall regulate lobbying activities, as shall be defined by the council, before the mayor, council of supervisors, and agencies, boards and commissions, and sub-governments of the city-county government.

Section 1804. Conflicts of Interests.

The council of supervisors by ordinance shall adopt regulations governing conflicts of interest applicable to city-county officers and employees, members of boards and commissions, and elected officials and candidates for elective office of the city-county including candidates and elected members of local community councils and elected and appointed candidates and members of governing bodies of other sub-governments.

Section 1805. Regulation and Limitations on Campaign Contributions and Expenditures.

The council of supervisors by ordinance shall adopt regulations governing campaign contributions to and campaign expenditures by all city-county elective officials and candidates for elective office of the city-county, including candidates and elective members of local community councils and governing bodies of other sub-governments and public financing of campaigns. This ordinance and regulations shall include limitations on the amounts of campaign contributions to such elective officials and candidates, limitations on the campaign expenditures by such elective officials and candidates,

rules and regulations for the public financing of campaigns and reporting requirements disclosing campaign contributions and expenditures.

Section 1806. Ordinances to Carry Into Effect
Charter Provisions.

It shall be a duty of the council of supervisors to pass and adopt such ordinances as may be necessary or proper in order to fully carry into effect each and every provision of this Charter.

Section 1807. Water Supply and Meters.

(a) The supply of water for the city-county for municipal and domestic purposes, to the extent it is in public ownership of the consolidated governments on the effective date of this Charter and to the extent that it shall thereafter be in the public ownership of the city-county, including future acquisitions and expansions thereof, shall always be owned and administered by the city-county government.

(b) With respect to all of the area within the former City of Sacramento as of the date this Charter is adopted, no water meters shall ever be attached to residential water service pipes; provided, however, that the council of supervisors in its discretion may regulate by meter the charges for water supply of all other water users, unless and until amended or repealed by a majority vote of the voters residing within the former City of Sacramento voting on such measure. With respect to the other areas within the city-county, to the extent that water supply and service is in the public ownership of the consolidated governments on the effective date of this

Charter and to the extent that water supply and service shall thereafter be in the public ownership of the city-county, including future acquisitions and expansions thereof, the council of supervisors by ordinance may regulate by meter or otherwise the charges for water supply for all water users.

Section 1808. School Districts Not Affected By
This Charter.

The organization, government, administration and jurisdiction of school districts and the public school system within the city-county shall not be affected by adoption of this Charter.

Section 1809. Severability.

If any provision of this Charter, or its application to any person or circumstances is held invalid, the remainder of this Charter, and the application of such provisions to other persons or circumstances, shall not be affected.

ARTICLE 19

TRANSITION

Section 1901. Effective Date of Charter.

(a) This charter shall take effect immediately upon its filing with the Secretary of State. During the transition period the following acts necessary to effect orderly transition shall occur for:

- (1) the districting of the city-county into supervisor districts under section 1907;
- (2) the districting of the local communities into council districts under section 1909;
- (3) the creation of the transition board and its administration of the transition period under section 1906;
- (4) the exercise of transition duties and functions under section 1906;
- (5) the qualification, nomination and first election of the mayor and supervisors under Articles 4 and 5 and section 1908;
- (6) the qualification, nomination and first election of the members of the local community councils under Article 8 and section 1908;

- (7) the continuation of existing governmental organization during the period of transition under section 1902;
- (8) the succession provisions of Article 2.
- (9) the division of the city-county into service districts under Article 10; and
- (10) the implementation of administrative consolidation under section 1906.

(b) Except as otherwise provided in this Charter all other provisions of this Charter shall become operative on the second day of January, 1993.

Section 1902. Continuation of Governing Bodies;
Existing Governmental Structure.

(a) The elected and appointed members of governing bodies of all the consolidated governments shall continue in office until the second day of January 1993, and thereafter until the city-county council of supervisors takes office. No election to fill any such office shall be held after the adoption of this charter, and those persons holding any such office shall, notwithstanding any other provisions of law, continue to hold such office until the second day of January, 1993, and thereafter until the city-county council of supervisors takes office. Vacancies occurring in such offices shall be filled by appointment of the remaining members and, if not, by the board of supervisors of the County of Sacramento.

(b) Elected and appointed members of governing bodies of all the consolidated governments shall, while

holding their present office or position, be eligible to qualify for and be elected or appointed to elective or appointive positions in the city-county government and the sub-governments of the city-county.

(c) The administrative organization and personnel of the consolidated governments shall continue beyond the effective date of this Charter in order to continue uninterrupted day-to-day operations of facilities and services of the consolidated governments and consolidated services and functions. The continuation of the administrative organization and personnel of the consolidated governments shall be subject to the supervision, direction and control of the appropriate chief administrative officer acting under the governing bodies of the consolidated governments and ordinances and resolutions adopted by the governing bodies of the consolidated governments and shall continue until January 2, 1993, except as may be earlier terminated or modified pursuant to action of the transition board.

(d) In order to provide interim budgetary, fiscal, purchasing and contracting procedures, former charter, state law, and ordinance provisions governing such procedures and applicable to the consolidated governments as of the effective date of this Charter shall continue to apply, except as may be modified pursuant to action of the transition board to better achieve administrative consolidation, until superseded by new ordinances adopted by the council of supervisors.

(e) The city council of the City of Sacramento shall adopt appropriate ordinances prior to the effective date of this Charter to continue provisions of the Charter of the City of Sacramento necessary for the succession and transition provisions of this Charter.

(f) The board of supervisors of the County of Sacramento shall adopt appropriate ordinances prior to the effective date of this Charter to continue provisions of the Charter of the County of Sacramento necessary for the succession and transition provisions of this Charter.

Section 1903. Status of Employees.

(a) No person employed for six months immediately prior to the effective date of this charter who has successfully completed his or her probationary period in a civil service position or position of comparable full time employment as determined by the transition board shall suffer any loss of employment, salary, benefits or seniority rights as a result of reorganization of the consolidated governments under this charter. Persons employed in positions exempt from civil service who have a right to return to a civil service position shall retain that right. Persons with civil service status at the time this Charter is enacted shall not have that civil service status affected by the adoption of this Charter. Subject to the foregoing and collective bargaining with recognized employee organizations, all such civil service or comparable full time positions of employment shall be subject to reallocation and reclassification. Salary and benefit equalization shall occur upon completion of the reorganization of each department, agency or service at such time and to such extent as prescribed by the

transition board and, thereafter by the council of supervisors. This section shall be construed to require, to the extent deemed feasible and practicable by the transition board and the council of supervisors, substantial equalization of salaries and normal benefits such as health insurance, holidays, vacations, and sick leave, for persons employed in comparable positions upon completion of reorganization, but shall not be construed to require equalization of retirement benefits or special benefits such as the longevity payments provided for City of Sacramento personnel.

Section 1904. Status of Recognized Employee Organizations.

For a minimum of three (3) years following the effective date of this Charter, all recognized employee organizations of the consolidated governments shall continue to be recognized and all organizational rights of these organizations shall continue. After the three-year minimum transition period provided hereunder, the initial determination of bargaining units shall be mutually agreed upon by the city-county chief administrative officer and existing recognized employee organizations. As used in this section, "existing recognized employee organizations" means those employee organizations with formal recognition rights for employees of the City of Sacramento and employees of the County of Sacramento immediately prior to the effective date of this charter. In the event that the city-county chief administrative officer has not yet been appointed, the mayor with the concurrence of a majority of the council of supervisors shall designate another official to perform these duties. If agreement regarding bargaining units is not reached, any outstanding unit determination disputes shall be submitted to a three member arbitration

panel. The chief administrative office shall select one member of the panel, the interested recognized employee organizations shall select one member of the panel and the two panel members shall select the third member of the panel. The decision of a majority of the panel shall be final and binding on all parties. In the event that the parties cannot agree on the selection of the arbitration panel, the mayor, with the concurrence of a majority of the council of supervisors shall establish an alternate process to select an impartial labor arbitrator to resolve any outstanding unit determination disputes. This section and the process described in this section shall apply only to the initial determination of bargaining units of the city-county government.

Section 1905. Officers - Expiration of Present Terms.

(a) The terms of the assessor, auditor, district attorney and sheriff in office on the effective date of this Charter shall continue until the normal expiration of their terms; provided that a person holding such office shall continue to hold office until a successor has been qualified.

(b) The terms of appointed officers of the consolidated governments in office on the effective date of this Charter shall expire upon the effective date of this Charter, provided that each shall continue to hold office until a successor has been appointed and has been qualified or the position has been abolished or consolidated.

Section 1906. Transitional Duties and Functions.

(a) The consolidated governments, their elected and appointed governing bodies, and elected and appointed officers and employees, shall cooperate fully in the implementation of this Charter, and failure to so cooperate shall constitute misconduct in office.

(b) There is hereby established a transition board consisting of five members of the board of supervisors of the County of Sacramento and three members of the city council of the City of Sacramento. The mayor of the City of Sacramento, with the concurrence of a majority of the council, shall appoint the three city council members to serve on the transition board. The mayor may be one of the three city council members. The transition board shall constitute itself and shall begin functioning as soon as practicable following the adoption of this Charter. An affirmative vote of five members of the transition board shall be necessary to take action. Staff and technical assistance shall be provided to the transition board by the City of Sacramento and the County of Sacramento. The transition board may also employ an interim chief administrative officer to assist in carrying out the duties of the transition board and to assist in managing the transition period, as directed by the transition board. The transition board shall have the power and duty to:

- (1) establish supervisorial districts as provided in section 1907 upon recommendation of the charter commission.

- (2) establish local community council districts as provided in section 1909 upon recommendation of the charter commission.
- (3) establish procedures for and implement administrative consolidation of the various city and county departments and agencies subject to the provisions of this Article. The transition board shall establish early retirement plans for selected management positions as recommended by the interim chief administration officer to assist in implementing administrative consolidation. The transition board shall have the authority to approve or reject collective bargaining agreements of the City of Sacramento and the County of Sacramento during the transition period. The transition board shall have the authority to expend funds of the city and the county to implement administrative consolidation.
- (4) establish procedures for and implement a consolidated budgetary process and budget for the city-county.
- (5) take such other and further action, consistent with this charter, as may be necessary to implement this charter during the transition period.

(c) The transition board shall not have the authority to impose new taxes. The transition board shall not have the authority to incur any long-term debt or obligation extending beyond the transition period, unless the transition board, the board of supervisors and the city council each find that such debt or obligation is (1) a matter of public necessity and (2) not inconsistent with the provisions of this charter. Nothing in this section shall prevent the transition board from implementing collective bargaining agreements and early retirement plans to implement administrative consolidation of the various city and county departments and agencies.

(d) The board of supervisors of the County of Sacramento and the city council of the City of Sacramento shall make provisions prior to and after the effective date of this Charter for funds in relation to population, meeting and clerical facilities, staff and technical assistance, and any other matters as may be required for the proper functioning of the transition board of the city-county.

Section 1907. Initial Supervisor Districts.

(a) As soon as feasible after the receipt of the 1990 regular United States census, the transition board, shall hold public hearings and take public testimony on the establishment of supervisorial districts for the city-county. By no later than six months after the receipt of the 1990 census, as provided in section 405, the transition board shall certify and file with the county clerk the boundaries for the nine supervisor districts

established under Article 4, with boundaries to be established in accordance with the standards set forth in Section 404 of Article 4.

(b) The determination of the transition board under this section shall be final, and upon the filing of the boundaries of the supervisor districts with the county clerk, said boundaries shall be deemed established.

Section 1908. First Election of Mayor and Supervisors, Community Councils.

(a) The first election of mayor and supervisors under this Charter shall be held with primary elections in June and general elections in November of 1992. The existing board of supervisors of the County of Sacramento and other election officials of the County shall call and conduct such election and provide for the nomination and qualification of candidates for election, and shall canvass the results thereof and declare the persons elected, and do any and all other acts necessary to provide for the first election and qualification of the mayor and the supervisors in accordance with the provisions of this Charter.

(b) The first election of members of community councils pursuant to Section 804 of Article 8 shall be held with primary elections in November of 1992. The existing board of supervisors of the County of Sacramento and other election officials of the County of Sacramento shall call and conduct such elections and provide for the nomination and qualification of candidates for election, and shall canvass the results thereof and declare the persons elected, and do any and all other acts necessary to provide

for the first election and qualification of the members of community councils in accordance with the provisions of this Charter.

Section 1909. Initial Local Community Council
District Boundaries.

(a) The transition board shall determine and establish, pursuant to the provisions of Section 803 of Article 8, the boundaries of the local community council districts within each local community and shall designate each district by description. As soon as feasible after receipt of the 1990 regular United States Census, the transition board shall hold public hearings and take public testimony on the establishment of local community council districts.

(b) By not later than six months from the receipt of the 1990 census, the transition board shall certify and file with the county clerk the boundaries for the local communities established under Article 8, with boundaries to be established in accordance with Section 803(a) of Article 8 and the districts within each community in accordance with the standards set forth in section 803(b) of Article 8.

(c) The determinations of the transition board under this section shall be final, and upon filing of the boundaries of the districts within each community with the county clerk, said boundaries of the local community council districts shall be deemed established.

PASSED AND APPROVED by the following members of the
Sacramento Ad-Hoc Charter Commission.

Ray E. Brewer

Joseph H. Lewis

Augustine J. J. J.

Walter J. J.

Virginia G. Moore

David E. Kell

James C. Webb

John L. Albion

Julie Nauman

Robert S. Miller

Charles P. Cook

Marion B. Logan

Tim C. J. J.

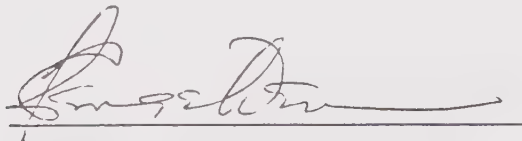
John A. Serrano

W. J. J.

ATTEST:

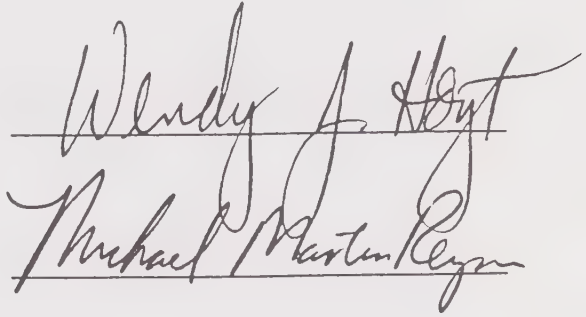
By Alice L. Fairbairn
Clerk of the Commission

The following Sacramento Ad-Hoc Charter Commission alternates by affixing the signatures concur in the Commissions approval of the Charter.



Deanna S. Margrant

Tony M. Hammond

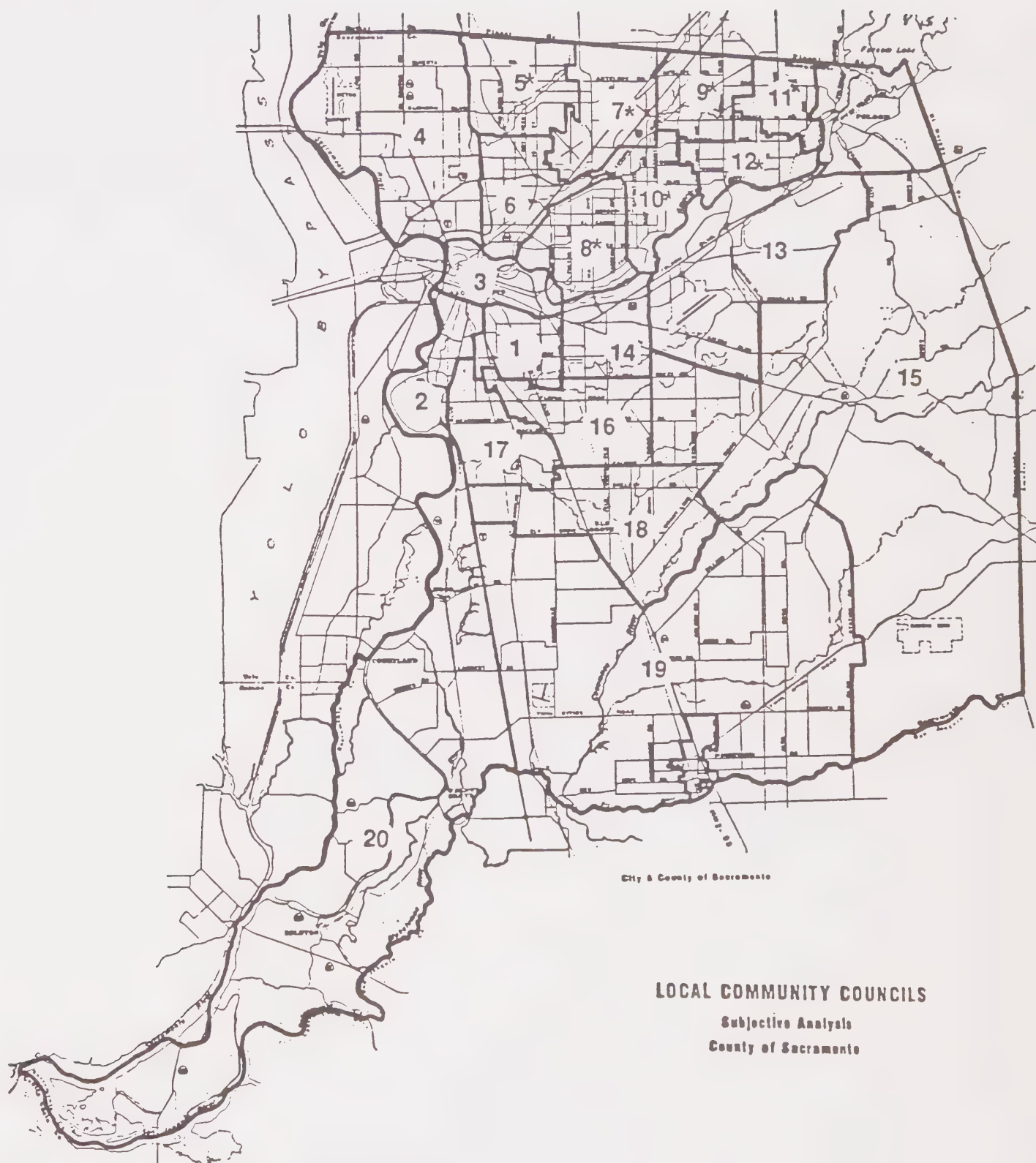


Michael Martin Reyn

0609p

053089

Tentative Map of LCCs



* Note: Most of the boundaries for these communities follow existing zip codes, except the northwest corner of Carmichael (10).

**SACRAMENTO AD-HOC CHARTER
COMMISSION**

EXHIBIT 3

**EXECUTIVE SUMMARY
FINANCIAL IMPACT REPORT**

EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

The Sacramento Ad Hoc Charter Commission is developing a proposed new Charter which would consolidate the current City of Sacramento and Sacramento County, excluding the cities of Folsom, Isleton, and Galt. The Charter would establish a two-tiered government structure consisting of:

- A Metropolitan Government tier, led by a mayor and a nine-member Council of Supervisors (referred to herein as the Metro Board). This tier would have countywide policy, fiscal, and service responsibilities and authority.
- A local community council (LCC) tier in twenty communities, each headed by a five-person elected LCC. The LCCs would have specific responsibilities and authority related to community-level land use planning, plus an advisory role concerning any other local government issues of community concern.

In developing the proposed Charter, the Commission contracted with Arthur Young to conduct a fiscal and service analysis of alternative local government structures. The alternatives we studied were:

Status Quo -- which assumes no change in the structure of local government in Sacramento County.

Increased Incorporations and Annexations -- which assumes the incorporation of four new cities and the annexation of significant undeveloped land in the unincorporated area by the Cities of Sacramento and Folsom.

Merged Government -- which is the two-tiered proposal for a joint city-county government which the Charter Commission has developed.

Key findings resulting from our study are summarized in the following paragraphs. The analysis of these alternatives was conducted at a general planning level. Results should be considered as "order of magnitude" estimates and not refined budget-level figures.

Public Opinion Surveys

In addition to the fiscal analysis, the Commission requested that two public (voter) opinion surveys be conducted. This work was done by our subcontractor, Meta Information Services. The results of the surveys are noted below.

First Survey

The first survey -- conducted in November 1988 -- included both a telephone poll and a follow-up mail questionnaire to a subset of the telephone respondents. Among the numerous findings were the following:

- A high degree of voter concern about the adequacy of current services, particularly in the areas of law enforcement, transportation/traffic, land use planning, and air quality. Given a preference, respondents prefer improvements in services rather than reductions in government costs.
- Most respondents believe that the current government structures will not be able to adequately address future needs. The "status quo" model of government was the most unpopular of the several alternatives defined for the participating voters.
- An overwhelming majority of voters (83%) believed that the issue of government reorganization should be studied further.

Second Survey

The second survey -- conducted by telephone in May 1989 -- confirmed the first two conclusions described above from the first survey. Other key findings are summarized below.

- Voters were generally unaware of the government reorganization efforts; only one in four claimed any knowledge of the Charter Commission's activities.
- A majority of respondents in nearly all demographic categories favored the proposed two-tiered, merged government structure over the existing structure.

- About 73 percent of the respondents favored the concept of local community councils; 85 percent stated that these council members should be elected rather than appointed.

The second survey appears to indicate the existence of a political climate supportive of change. However, given the low level of voter awareness, any vote on a proposed metropolitan government will be influenced heavily by future debates on the issue.

Increased Incorporations and Annexations

This analysis assumed the incorporation of Citrus Heights, Rancho Cordova, Rio Linda-Elverta, and Elk Grove, as well as substantial annexations by the Cities of Sacramento (1,469 acres) and Folsom (5,000 acres). We further assumed that these changes were in place throughout FY 1987/88 so that the effects on revenues and expenditures could be estimated against the Status Quo. Key findings from this analysis are outlined below. All references to dollars are for FY 1987/88.

Effect of Incorporations Versus Annexations

The annexations we considered had little effect on the *current* revenues and service costs of Sacramento County and the two cities involved. The land most likely to be annexed is largely undeveloped, sparsely populated, and substantially protected from highest-value taxation by registration under the Williamson Act.^{1/} Undoubtedly this land will generate much greater revenues and service costs as it is developed, but for now it has no meaningful impact on the findings presented in the following paragraphs.

Net Effects on Revenues and Costs

Table 1 shows the estimated net fiscal effects on Sacramento County if all of the aforementioned incorporations and annexations were in place.

^{1/} The Williamson Act allows landowners to benefit from limited assessed values in return for reserving the land for agricultural purposes.

Table 1
Estimated Net Fiscal Effects
on Sacramento County from Increased
Incorporations and Annexations
(FY 1987/88 in 000's)

<u>Category</u>	<u>Incorporations</u>	<u>Annexations</u>	<u>Total</u>
Nonrestricted Funds			
• Cost Reductions	\$19,349	\$ 42	\$19,391
• Revenue Reductions	28,637	56	28,693
• Net Effect	<u>\$(9,288)</u>	<u>\$(14)</u>	<u>\$(9,302)</u>
Restricted Funds			
• Cost Reductions	\$ 3,704	\$ 86	\$ 3,790
• Revenue Reductions	1,154	4	1,158
• Net Effect	<u>\$ 2,550</u>	<u>\$ 82</u>	<u>\$ 2,632</u>
Total Net Effect All Funds	<u>\$(6,738)</u>	<u>\$ 68</u>	<u>\$(6,670)</u>

The fiscal effects in areas supported by nonrestricted funds is the most severe, i.e., a transfer of \$9.3 million more in revenue than in decreased costs. These funds support both countywide and unincorporated area services. The estimated \$9.3 million gap between nonrestricted revenue and cost decreases cannot be offset by using the estimated net gain in restricted funds (primarily road funds).

The two primary reasons that county costs would not decrease proportionate to the revenue loss are:

- The statutory formula for the transfer of property and sales taxes tends to favor new cities, while the gas tax formula tends to favor counties.
- A high percentage of certain county costs are fixed and do not decrease proportionate to population and land reductions in the unincorporated area (e.g., central administration, personnel administration, data processing, Sheriff's Department administration, etc.).

The net impact on the City of Sacramento from all four incorporations would be a loss of about \$217,000 in state subventions. Completion of all four annexations by the city would have generated approximately \$89,000 in revenue. As this land is developed, future revenues would be greater but would be offset partially or totally by higher costs of city services.

Status Quo — Merged Government Revenue and Debt Analysis

The majority of our study effort focused on FY 1987/88 comparisons of the Status Quo and Merged Government alternatives. Findings related to the revenue and debt aspects of this analysis are summarized below.

Revenue Effects

Based upon advice of Commission counsel, a consolidated city-county government would be eligible to receive certain state subventions under both a city *and* a county apportionment formula. At issue are the motor vehicle in-lieu tax, gas tax, cigarette tax, and trailer coach in-lieu tax. Assuming dual apportionments, a Merged Government would have received about \$23 million more in FY 1987/88 than the Status Quo. The majority of this increased revenue is from the motor vehicle tax (\$18 million) and the gas tax (\$4.8 million) apportionments.

Other current city and county revenue sources and amounts are assumed to remain relatively constant under the Merged Government alternative.

Debt Capacity Effects

Currently, the city and county are well within the general statutory limits on general obligation bonds as a percent of assessed valuation. The city limit is 15 percent and the county limit is 5 percent. The percentage for both the City of Sacramento and Sacramento County is below 1 percent as of June 30, 1988. Both jurisdictions also are substantially below the generally accepted guideline of \$1,000 per capita for *all* outstanding debt, i.e., the city is at \$366 per capita and the county at \$111. Under a Merged Government, total debt capacity will increase as a result of aggregating the populations and assessed values of the city and county. Also, all outstanding debt will be assumed by the new government and total debt service payments would not change from the Status Quo. Based upon our analysis, nothing has come to our attention which would indicate a negative effect of a city-county merger on future debt ratings or cost of capital.

Gann Limit

The Gann Limit refers to the constitutional formula for limiting certain annual appropriations of cities and counties. We have assumed that a Gann Limit for the Merged Government will be

submitted to the voters for approval in the Charter election. Toward this end, we have calculated a recommended Gann Limit of about **\$510 million** for the new entity. This amount carries forward the current combined city and county limit, and allows for additional revenues (through state subventions) and the costs of additional services to be provided by the new city-county government.

Status Quo - Merged Government Expenditure Analysis

We assessed the effects of a city-county merger on 16 different service categories and two employee compensation areas. The service area analysis was conducted at a general level of detail, without benefit of detailed workload studies. Findings in each area were expressed as efficiency gains or losses in terms of full-time equivalent (FTE) positions and costs (dollars). All analyses assumed a continuation of existing service levels, even where managers believe their current resources are not sufficient to provide satisfactory service levels. This is the only approach which allows a fair comparison of pre- and post-merger staffing and costs.

Exhibit 1, on the next page, summarizes the results of this analysis. Clarifying comments follow.

Baseline Efficiency Gains

We estimated gross efficiency gains in the order of \$21.4 million if the Merged Government had been fully operational in FY 1987/88. The major service area contributors to these gains would be:

- Central administration and
finance services \$2.6 million
- Law enforcement \$6.6 million
- All categories of public
works \$5.0 million

The substantial majority of these efficiency gains are transferable to reduced taxes, increased/improved services, or some combination of the two.

SUMMARY OF STATUS QUO AND MERGED
GOVERNMENT EXPENDITURE ANALYSIS
(FY 1987/88 Costs in 000's)

Category	Amount
<u>Status Quo (City & County Combined)</u>	
FTEs	6,878
<hr/>	
<u>Costs</u>	
Personnel	\$277,177
Other	153,697
Total	\$430,874
<u>Baseline Efficiency Gains</u>	
FTEs	(404)
<hr/>	
<u>Costs</u>	
Personnel	\$(18,371)
Other	(2,986)
Total	\$(21,357)
<hr/>	
Estimate of Gains Attributed to Special Districts	(898)
<hr/>	
<u>Add-Backs for Metro Government Services</u>	
FTEs	198
<hr/>	
<u>Costs</u>	
Personnel	\$15,029
Other	2,054
Total	\$17,083
<u>*Net Efficiency Gains</u>	
FTEs	(206)
<hr/>	
<u>Costs</u>	
Personnel	\$(3,342)
Other	(932)
Total	\$(4,274)
<u>One-Time Implementation Costs</u>	\$21,060
<hr/>	
<u>*Differences Attributable to Net Efficiency Effects if Two Service Districts Are Used</u>	
FTEs	(77)
<hr/>	
<u>Costs</u>	
Personnel	\$1,893
Other	83
Total	\$1,976

Add-Backs for Metro Government Services

There are three areas inherent to the Metro Government proposal where services and annual costs necessarily would be increased. These are as follows.

- Implementation of the LCC concepts \$1.6 million
- Additional land use planning services at the LCC level \$.8 million
- Replacement of 162 California Highway Patrol traffic personnel in the current unincorporated area \$8.7 million

In addition to the above "add-backs" of about \$11 million in annual costs, we developed a very rough estimate of \$5.8 million to equalize differences between city and county salaries and benefits. However, as pointed out in Section VI.T, the actual long-term resolution of this issue (1) is subject to labor-management meet and confer statutes, and (2) could result in substantially less or more annual costs than we estimated, depending upon the results of those negotiations.

Special District Allocation of Efficiency Gains

Certain county and city departments -- primarily county public works -- provide general fund services as well as other services to special districts (e.g., parks and sanitation districts) for which they are reimbursed. In the case of special districts, any FTE or cost efficiencies resulting from a city-county merger should theoretically be shared proportionately. However, these gains should not be excluded from our analysis because they flow to all or some subset of Sacramento County taxpayers. Accordingly, these potential allocations are noted in Exhibit 1 where appropriate, and are included in the total estimates of FTE and cost efficiencies resulting from the merger. A rough estimate of only \$898,000 is related to this issue.

Net Efficiency Gains

We estimate a net efficiency gain of about \$10.1 million in annual operations costs, less \$5.8 million in potential increases in salary and benefit costs.

One-Time Implementation Costs

A city-county merger of this magnitude would require expenditures of a nonrecurring nature to accomplish an orderly and effective

implementation. A total of about \$21.1 million is estimated for this purpose, the major parts of which are noted below.

- Detailed studies, hardware upgrades, software modifications, and data conversion related to all current automated systems \$6.0 million
- Law enforcement communications, uniform and equipment changeover, and start-up costs for the CHP replacement \$6.5 million
- Additional communications for other departments \$3.0 million
- "Golden Handshake" retirement option for selected senior personnel \$1.6 million
- Minimum number and types of facility modifications to reorganize the location of existing personnel \$1.0 million

Two Service Districts

The proposed Charter includes provision for two service districts, i.e., an urban service district and a general service district. The urban district would consist initially of all of the current city area; the general service district would be comprised initially of the county unincorporated area. The Metro Board would be responsible for determining the level of services and taxes within each district, and for determining whether the boundaries of the two districts should change over time.

For purposes of our analysis, the establishment of separate service districts would restrict the extent to which efficiency gains could be realized in certain services. The service areas affected most are those which use field deployment of personnel, such as law enforcement, parks maintenance, and animal control. Continuation of artificial geographic boundaries would decrease considerably the efficiency gains otherwise achievable through more coordinated planning, scheduling, and deployment of field personnel.

For purposes of the analysis in this report, we first assume fully merged services in all cases, without restrictions imposed by two service districts. The efficiency gains estimated in this manner then were reviewed generally to derive a *rough estimate* of the reductions

in efficiency gains which might occur under the requirement for two service districts. The result was a loss of about \$6.25 million in efficiencies, which changes the net efficiency effects (after add-backs for increased services) from an annualized cost reduction of about \$4.3 million to a cost increase of about \$2.0 million.

Summary Comparisons

Table 2 summarizes our estimates of revenue and expenditure effects if the Merged Government had been in place throughout FY 1987/88.

Table 2
Summary of Annualized Comparisons of
Status Quo and Merged Government Alternatives
(FY 1987/88 in 000's)

	<u>Revenues</u>	<u>Expenditures</u>
Status Quo		
• City	\$ 238,923	\$239,017
• County	758,096	757,688
• Inter-Jurisdiction		
Revenues	(1,882)	
• Total Status Quo	<u>\$ 995,137</u>	<u>\$996,705</u>
Merged Government (a)	<u>\$1,018,095</u>	<u>\$992,431</u>
Difference	<u>\$ 22,958</u>	<u>\$ (4,274)</u>

(a) Assumes operation as a single, fully merged entity, and includes about \$17.1 million in add-backs for increased services and equalization of salary and benefit costs.

The total net benefit of the Merged Government alternative, including add-backs for increased services, is equal to the sum of the revenue and expenditure differences, or about \$27.2 million in FY 1987/88 dollars.

**SACRAMENTO AD-HOC CHARTER
COMMISSION**

EXHIBIT 4

VOTER SURVEY BY META AND ASSOCIATES



RVICES • META INFORMATION SERVICES • META INFORMATION SERVICES • META INFORMATION SERVICES • META INFORM

SUMMARY OF
SACRAMENTO CITY/COUNTY REORGANIZATION TRACKING STUDY
(SPRING 1989)

Val R. Smith, Ph.D.
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Operations Manager

As part of a continuing research effort in support of the Sacramento Charter Commission on government reorganization, Meta Information Services has conducted three public opinion research projects in Sacramento. The first two efforts (conducted in November 1988) were a baseline telephone survey and mailed conjoint analysis of registered City and County voters. This third effort was a telephone tracking survey of 528 registered voters. A sample size of 528 yields a sampling error of +/- 4.3% at the 95% confidence level. The third survey, described in this summary, asked voters thirty-six questions, including two open-ended questions and a variety of demographic questions.

Survey	Date Conducted
Baseline Survey	November 1988
Conjoint Analysis	November - December 1988
Tracking Survey	May, 1989

For this tracking survey, Meta's trained interviewers called registered voters residing in Sacramento City and Sacramento County between the dates of May 2 and May 10, 1989. Methodological controls included monitoring of interviewer performance by an on-site supervisor, accuracy checking with Meta's copyrighted overlay system, a verification step during data entry, and statistical analysis conducted with Meta's customized computer software.

The intent of the tracking survey was to achieve the following three objectives:

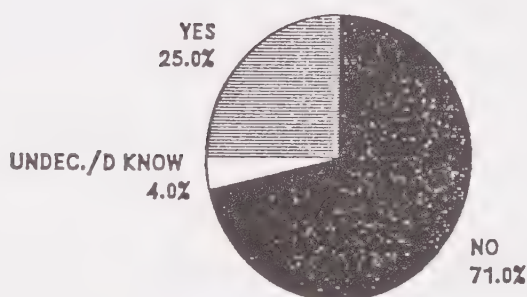
- * Measure voter awareness of possible government reorganization
- * Test the political feasibility of a change in government structure
- * Test specific design attributes of a new metropolitan government

AWARENESS

Two questions were asked to measure awareness of government reorganization. The first queried voters as to whether they had read, seen or heard anything regarding the reorganization of Sacramento area government. A follow-up question asked specifically what they had heard. Only one out of every four voters claimed to have any knowledge of reorganization efforts. This was slightly higher in the County (29%) than in the City

(16%). A similar question in last year's baseline survey yielded virtually the same low level of awareness. The only difference was that the baseline survey found awareness to be higher in the City than the County and the reverse was found in this year's tracking survey.

RECALL: SACTO REORGANIZATION



This lack of awareness among voters was further underscored with the question which probed for detailed knowledge on on this issue. Eighteen percent of the respondents said they knew only that there was some type of City/County merger being discussed. Awareness was much higher in the County (22%) than in the City (9%). Unfortunately, specific details about the proposal were recalled infrequently. No one content analysis category achieved even a 2% frequency. Categories included "a merger

would improve the quality of life in Sacramento," "they've gone through the study the first wave," "it's going to be coming in the next election," and "some sort of reform." (For full transcripts of responses to all open-ended questions, please refer to the "Transcripts" section of the complete report, housed with the Sacramento AD HOC Charter Commission.) It appeared that, among most voters, knowledge levels concerning possible reorganization were very low.

CLIMATE FOR CHANGE

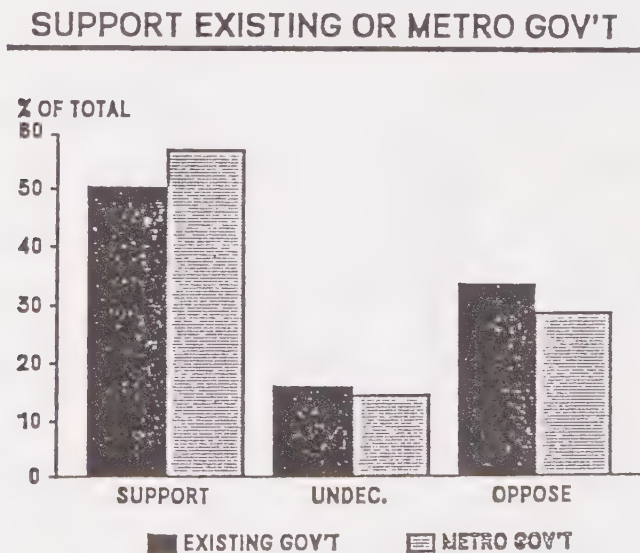
Given such low levels of awareness, the question arises as to whether a political climate exists that would favor a change in government structure. When asked to rate the existing Sacramento City/County government structure's ability to provide for tomorrow's needs, most voters were pessimistic. Seventy-percent rated the adequacy of the existing government structure as fair (at best) in its ability to provide for future

RATING OF EXISTING GOVERNMENT

<u>POOR</u>	<u>19.8%</u>
<u>FAIR</u>	<u>50.9%</u>
<u>GOOD</u>	<u>27.2%</u>
<u>EXCELLENT</u>	<u>2.1%</u>

needs. The City was marginally more optimistic than the County. In both jurisdictions, however, only 2% rated Sacramento's current government as "excellent" in its ability to provide for the future.

Given the skepticism on the part of voters, it was not surprising that only one out of every two voters responded favorably to a question asking whether the existing government (with allowances for future incorporations) should be maintained. Almost 34% percent were opposed to an existing structure plus future incorporations, and 16% were undecided. Opposition to incorporation was higher in the County (37%) than in the City (26%).



A future in which the status quo is preserved was contrasted with an alternative form of government, described in the survey as follows:

Another possible alternative would involve two changes. The first change would be to replace the City Council and Board of Supervisors and call for an elected Metropolitan Council which would address issues related to all of Sacramento County. The second change could create local community with councils of five members or more each. The councils would make decisions on local issues including land use and zoning. Do you favor or oppose this new metropolitan form of government?

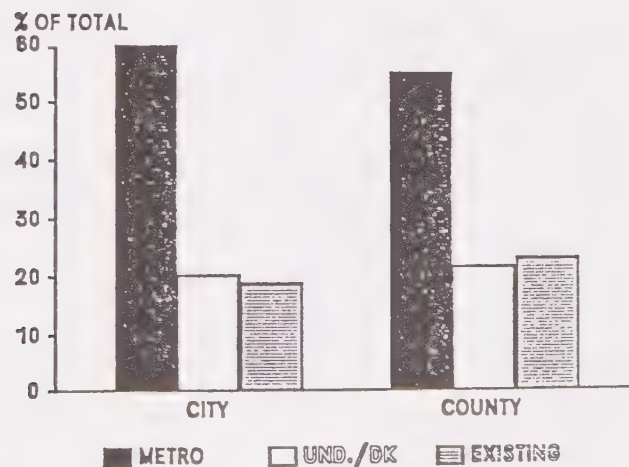
Fifty-seven percent of those polled favored such an option. Twenty-nine percent were in opposition and 14% were undecided. The City was more favorably predisposed to the idea (62%) than the County (55%). In the County, opposition was almost one out of every three voters (32%).

A majority of almost all demographic groups supported the concept of a new metropolitan form of government. Majority support was found among both liberals and conservatives, owners and renters, private and public sector employees, Republicans and Democrats, and males and females. A majority supported a metropolitan form of government in virtually every supervisorial district and every age group. Even in areas where incorporation has been considered, a majority favored a new metropolitan government structure.

After a series of questions testing potential attributes of a new form of government, respondents were forced to choose

either the existing structure plus incorporations, or the new metropolitan form of government. The new metropolitan government was favored by a ratio in excess of 2:1. Fifty-seven percent supported the new metropolitan structure, compared to only 22% who voiced a preference for the existing structure. This preference included 61% of those living in the City and 55% of those living in the County. Among those who had earlier registered a favorable response to the existing structure plus incorporations, half (51.5%) now voted for the metropolitan structure at this latter stage of the interview. Among those who had previously opposed the metropolitan structure, 24% voiced support for it.

PREFERRED: EXISTING OR METRO



A political climate supportive of structural change appeared to exist. It must be underscored, however, that given the low level of awareness, any vote on a proposed metropolitan government will be heavily influenced by future debates on the issue. The outcome of an election cannot be predicted at this time. Groups supporting or opposing such a ballot measure may substantially sway voter opinion. However, it is safe to conclude that voters are both skeptical of the status quo and receptive to some type of change. As was noted in the baseline telephone survey conducted in November of 1988, an overwhelming 83% of the voters believed that discussion of alternatives should continue.

PRIORITIES

The November 1988 baseline survey demonstrated that, by an almost 3:1 margin, voters in both the City and the County placed a higher priority on improving services than reducing the costs of government. The current tracking survey failed to contradict that finding. When told that a national auditing firm had estimated that a new metropolitan form of government would save between 15 and 20 million dollars a year, 67% of the respondents believed the savings should go to improve local services. Only 20% believed that the savings should be used to reduce local taxes. As to which services should be improved, the conjoint

analysis, the baseline survey, and the tracking survey all identified the number one priority as the reduction of crime and drugs. The baseline survey found 33.5% of the respondents listed crime as the number one problem. An almost identical 34.5% responded with crime, drugs, or law enforcement in the present tracking survey.

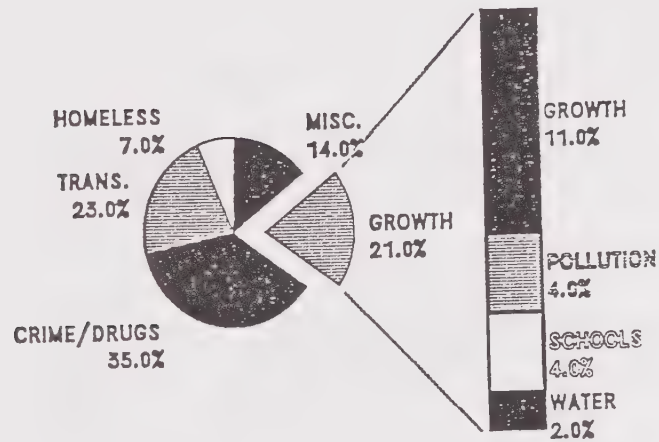
PREFERRED USE OF SAVINGS

<u>REDUCE LOCAL TAXES</u>	20.1%
<u>INCREASE SERVICES</u>	67.2%
<u>UNDEC./DON'T KNOW</u>	7.6%
<u>BOTH</u>	5.1%

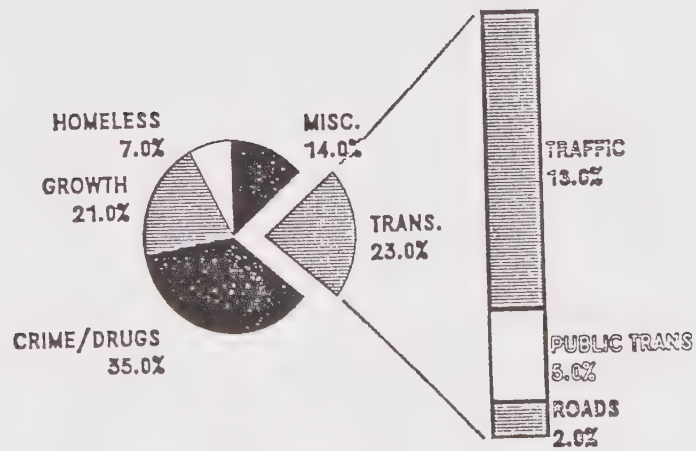
The relative importance of other issues also did not changed from last year's baseline survey: traffic (16%) and growth (11%). Furthermore, when roads, bridges, and public transportation were added to the traffic category, a total of 22.5% believed this broad category to be of highest importance. When growth-related issues of pollution, environment, water, and schools were added to the growth column, the result was 20.5% who believed that growth-related issues were of prime importance. The only change from the baseline to the present tracking survey was an increase in the percentage of City

residents most concerned with the homeless problem (from 4% to 12%).

NUMBER ONE PROBLEM



NUMBER ONE PROBLEM



Since a major purpose of the tracking survey was to test priorities for specific services, respondents were read a list of services and then asked to rate each services as deserving a high or low funding priority. To interpret the results of these questions, Meta calculated an evaluative index for each service tested.

For the purposes of this index, "high priority" responses were considered positive and "low priority" responses were considered negative. The responses "undecided" and "don't know" were considered neutral and were not scored when calculating index values. The actual calculation of the index entailed subtracting the negative percentage from the positive percentage, then adding 100.

$$\text{Index} = \text{Positive} - \text{Negative} + 100$$

Where:

Positive = High priority
Negative = Low priority

The above index yields a potential range from 0 (all negative) to 200 (all positive). The theoretical middle of the index is 100. From a more normative perspective, any index value below about 130 should be regarded as a weak priority.

As expected, the single highest priority was law enforcement with an index value of 181. Nine out of every 10 voters believed this to be a high funding priority. A distant

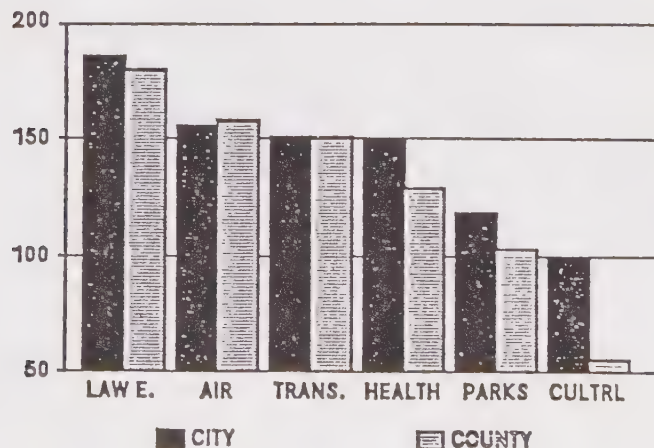
second was air quality with an index value of 157.

Transportation network received an index value of 150.

Consistent with the previously discussed answers to the open-ended question, law enforcement, transportation, and air quality were most important to voters.

The top three priorities, law enforcement, air quality, and transportation received the same evaluative indices in both the City and the County. The first difference between the two jurisdictions occurred in the fourth ranked category of health and welfare. The index in the City was 20 points higher than the County (149 vs. 129). In the City, 70% believed health and welfare to be a high priority compared to only 61% in the County. This result was consistent with the finding that a perception of homelessness as a problem was more frequently mentioned in the City than in the County.

INDEX VALUES OF LOCAL SERVICES



Compared to the top four categories, the two remaining categories received only weak reactions by voters. Parks and recreation (overall index = 108) received a slightly higher index value among City residents than County residents (118 vs. 103). Cultural activities received a net negative index of 69, including a very low 57 in the County and a higher (although still negative) 98 in the City. In the County, a majority (67%) described additional expenditures for cultural activity as a low funding priority.

This block of questions corroborated results obtained from the earlier conjoint analysis survey. The conjoint analysis found that far and away the strongest priority of voters was law enforcement. Reasonably high mean beta weights were similarly obtained for air quality and traffic. This convergence of evidence makes the conclusion inescapable: voters wish to see savings allocated to services which would provide first for survival and second for convenience. "Survival" can be operationally defined as safety from violence and safety from deteriorating air quality. "Convenience" can be operationally defined as an adequate transportation network.

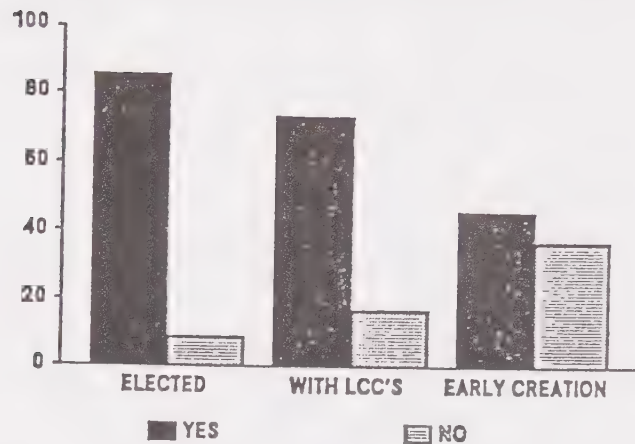
LOCAL COMMUNITY COUNCILS

Improving services may mean a new government structure. One suggested government structure would involve two tiers of government. The higher metropolitan tier would encompass all of the areas of Sacramento County, including the City. The second tier would involve local neighborhoods. This second tier of government, labeled "local community councils," would have five or more members who would make decisions on local issues including land use and zoning. The local community council concept met with favor by a ratio of 4:1. Most (73%) favored the creation of local community councils. Only 17% preferred a government without this additional tier.

Voters achieved less consensus on the timing of local community council creation. When asked if they would prefer an "earlier" creation of all local community councils at the time the new metropolitan government was formed or a "later" creation of local community councils at a time convenient to local areas, voter opinion was divided. Forty-six percent preferred the earlier creation, while 37% preferred creation at a later date. Seventeen percent held no preference.

Another decision concerning community councils would be whether members were elected or appointed. The call for elected officials was nearly unanimous. Eighty-five percent expressed a desire to have elected officials; only 9% favored appointed officials.

METRO GOV'T AND LCC'S



In summary, a consensus among voters was achieved for a second tier of government at the community level. This tier should be accountable to voters by way of election. The only division among voters was on whether local community councils should be created "earlier" or "later" in the reorganization process.

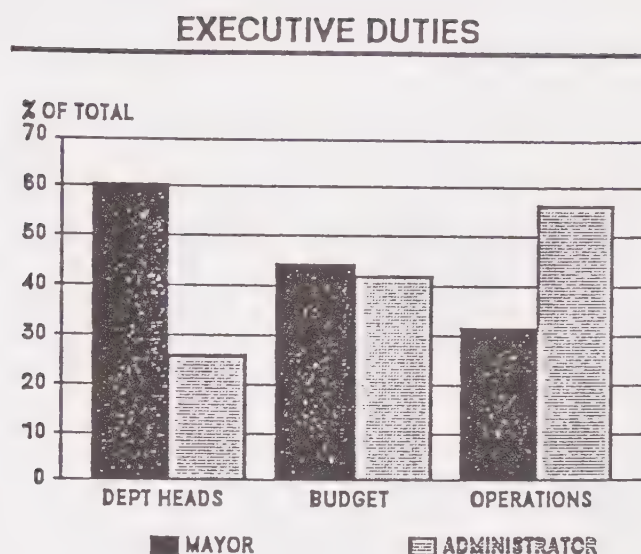
EXECUTIVE DUTIES

Above the local community councils will be the metropolitan government which would have an executive branch. Respondents to the survey were told that the executive branch would probably have both an elected mayor and an appointed administrator like a city manager. Interviewees were first given a list of four

likely duties of an executive, then were asked whether the duties should be in the job description of the mayor or the appointed administrator. Most (60%) believed the mayor's duties should include the appointment of department heads. Only 26% wanted the power to appoint to be in the administrator's job description. The appointed administrator, however, was believed by 56% of the respondents to be the appropriate person for day-to-day operations. Only 31% offered the dissenting opinion that the mayor should be in direct day-to-day control.

Voters were almost evenly divided as to who should submit the budget. Forty-four percent favored the mayor and 42% favored the administrator. When asked if the mayor should have power to veto the actions of the metropolitan government (subject to an override), 74% answered in the affirmative. Within the City, an even higher percentage (80%) believed that the mayor should have veto power, compared to 68% within the County.

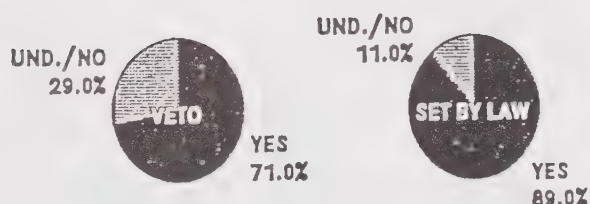
Voters, therefore, seemed comfortable with a government functioning with both a mayor and a City administrator. With the exception of budgetary powers, voters agreed that the administrator should run day-to-day operations, but that the mayor should appoint department heads and exert veto authority over the metropolitan council.



POLITICAL CONTROL

One theme that emerged from three studies was that voters were skeptical of government. Evaluations of local government have not always been positive. There appears to be a fairly healthy skepticism of politicians in general. As noted earlier, 85% of the voters believed that they should control local community councils through the election process. Seventy-one percent believed that the metropolitan council should be held in check by a mayor with veto authority. More impressively, when asked if metropolitan council members should be able to set their own salaries, 89% of the voters said salaries should be set by law with automatic cost of living adjustments.

MAYORAL VETO AND COUNCIL SALARIES



Voters believed there should be tight reins on government decision making. Perhaps this resulted from a belief that government has often been unresponsive. As noted in the summary of the baseline survey, the most common answer to the question, "How can government be improved?" was that government should listen better to what voters have to say.

SUMMARY & CONCLUSIONS

In many respects, little has changed regarding public perceptions of the Charter Commission's activities since the first baseline survey in November. Voters were still skeptical of government, they were still pessimistic about the ability of the current structure to provide for future needs, and they still wanted better service, even if this meant foregoing tax rebates. Their concerns were most salient in the areas of

crime, transportation, and growth-related issues.

Their concern for services gave rise to a receptiveness to change. Voters seemed more than willing to listen to plans for a new metropolitan government. At the time of the survey, however, voters were not particularly aware of potential changes. The level of voter knowledge regarding such changes was very limited. Nevertheless, voters voiced preferences for a two-tiered metropolitan government with elected representatives at the local community council level. They believed executive duties should be divided between a City administrator and a mayor, but with the caveat that all administrators and politicians should be ultimately controlled through a system of checks and balances. That system would include a mayor's ability to veto the actions of the metropolitan council and the voters' ability to veto all elected officials at the ballot box.

Should a measure proposing a metropolitan government go to the voters, there is a reasonable likelihood that it will pass. Particularly if the voters believe the claimed savings of \$15-20 that such savings will be spent on voter priorities.



{ NOTE: FREQUENCIES REPORTED ON THIS QUESTIONNAIRE REPRESENT THE "ADJUSTED FREQUENCIES." NON RESPONSE AND BRANCHING PERCENTAGES ARE OMITTED WITH THE EXCEPTION OF QUESTIONS 3, 4, 23, 24, & 33. FOR MORE DETAILED STATISTICS PLEASE REFER TO THE FREQUENCY TABLES INCLUDED IN THIS REPORT. }

Field Dates: 5/01-5/09/89

Sunday 1:00-5:30pm

Monday-Thursday 4:30-9:00pm

- ```
{ PROMPT: How would you handle that problem/issue?
There must be something that is important to you.
Is there anything in particular?
How do you feel about that? }
```

|                          | <u>TOT. POP</u> | <u>CITY</u> | <u>COUNTY</u> |
|--------------------------|-----------------|-------------|---------------|
| 1. Crime/Drugs           | 31.8            | 37.4        | 29.7          |
| 2. Traffic               | 16.1            | 10.9        | 18.1          |
| 3. Roads/Bridges         | 1.5             | 0.0         | 2.1           |
| 4. Public transportation | 4.9             | 4.1         | 5.2           |
| 5. Growth/Development    | 11.2            | 6.8         | 12.9          |
| 6. Pollution/Environment | 3.8             | 4.1         | 3.7           |
| 7. Water/Drought/Flood   | 1.5             | 0.7         | 1.8           |
| 8. Schools/Education     | 4.0             | 0.7         | 5.2           |
| 9. Auto insurance        | 0.2             | 0.0         | 0.3           |
| 10. Medical insurance    | 0.2             | 0.0         | 0.3           |
| 11. Senior Citizens      | 0.0             | 0.0         | 0.0           |
| 12. Unemployment/Jobs    | 1.3             | 1.4         | 1.3           |
| 13. Welfare              | 0.6             | 0.7         | 0.5           |

Number one problem continued . . .

|                            | <u>TOT. POP</u> | <u>CITY</u> | <u>COUNTY</u> |
|----------------------------|-----------------|-------------|---------------|
| 14. Homeless               | 7.4             | 12.2        | 5.5           |
| 15. SMUD/Utilities/R. Seco | 3.2             | 3.4         | 3.1           |
| 16. AIDS                   | 0.0             | 0.0         | 0.0           |
| 17. Incorporation          | 0.0             | 0.0         | 0.0           |
| 18. Government/Taxes       | 2.5             | 2.7         | 2.4           |
| 19. Law enforcement        | 2.7             | 2.0         | 2.9           |
| 20. Housing                | 1.5             | 3.4         | 0.8           |
| 21. Parking                | 0.2             | 0.7         | 0.0           |
| 22. No problems            | 0.2             | 0.7         | 0.0           |
| 23. Miscellaneous          | 1.9             | 2.7         | 1.6           |
| 24. Don't know             | 3.4             | 5.4         | 2.6           |

2. It has been suggested that Sacramento area government should be reorganized. Have you read, seen, or heard any information regarding this issue?

|                         |      |      |      |
|-------------------------|------|------|------|
| 1. Yes                  | 25.0 | 17.0 | 28.1 |
| 2. Undecided/Don't know | 3.8  | 6.8  | 2.6  |
| 3. No                   | 71.2 | 76.2 | 69.3 |

3. What have you heard about possible reorganization of Sacramento area government?

|                             |      |      |      |
|-----------------------------|------|------|------|
| 1. City/County merger       | 18.2 | 9.5  | 21.5 |
| 2. Improve Sacramento qual. | 0.2  | 0.7  | 0.0  |
| 3. Ideas for future         | 0.4  | 0.7  | 0.3  |
| 4. Conducting studies       | 0.4  | 0.7  | 0.3  |
| 5. Election                 | 0.2  | 0.0  | 0.3  |
| 6. Government reform        | 1.1  | 0.7  | 1.3  |
| 7. General media            | 0.8  | 0.7  | 0.8  |
| 8. Miscellaneous            | 1.1  | 0.7  | 1.3  |
| 9. Don't know               | 2.7  | 3.4  | 2.4  |
| 0. Branch                   | 75.0 | 83.0 | 71.9 |

4. How would you rate the existing Sacramento City/County government structure in providing for tomorrow's needs? As {ROTATE} poor, fair, good, or excellent?

|                |      |      |      |
|----------------|------|------|------|
| 1. Poor        | 18.2 | 10.9 | 21.0 |
| 2. Fair        | 46.8 | 46.3 | 47.0 |
| 3. Good        | 25.0 | 33.3 | 21.8 |
| 4. Excellent   | 1.9  | 2.0  | 1.8  |
| 99. Don't know | 8.1  | 7.5  | 8.4  |

Now I'm going to ask you about two possible alternative structures for Sacramento City and County government. Please tell me if you would favor or oppose either of these government structures.

5. One possibility would be to maintain the existing City and County governments and continue to allow for the incorporation of new cities within the County. Do you favor or oppose maintaining the existing government with allowances for incorporation?

|                         | <u>TOT. POP</u> | <u>CITY</u> | <u>COUNTY</u> |
|-------------------------|-----------------|-------------|---------------|
| 1. Favor                | 50.4            | 55.8        | 48.3          |
| 2. Undecided/Don't know | 16.1            | 18.4        | 15.2          |
| 3. Oppose               | 33.5            | 25.9        | 36.5          |

6. Another possible alternative would involve two changes. The first change would be to replace the City Council and Board of Supervisors and call for an elected Metropolitan Council which would address issues related to all of Sacramento County. The second change could create Local Community Councils with five members or more each. The Councils would make decisions on local issues including land use and zoning. Do you favor or oppose this new metropolitan form of government?

{ PROMPT, IF NECESSARY: A metropolitan government would be City and County-wide. }

|                         |      |      |      |
|-------------------------|------|------|------|
| 1. Favor                | 56.8 | 62.6 | 54.6 |
| 2. Undecided/Don't know | 14.4 | 18.4 | 12.9 |
| 3. Oppose               | 28.8 | 19.0 | 32.5 |

A national auditing firm estimates that the new metropolitan form of government would save \$15-\$20 million dollars a year.

7. What would you prefer to do with this savings: <ROTATE>  
reduce local taxes, increase local services?

|                            |      |      |      |
|----------------------------|------|------|------|
| 1. Reduce local taxes      | 20.1 | 20.4 | 19.9 |
| 2. Increase local services | 67.2 | 70.7 | 65.9 |
| 3. Undecided/Don't know    | 7.6  | 4.8  | 8.7  |
| 4. Both {VOLUNTEERED}      | 5.1  | 4.1  | 5.5  |

Let's assume the money will be used to improve local services. I'm going to read you a list of services. For each service, please tell me if it should receive high or low priority in receiving money to improve that service.

{RANDOMIZE LIST}

| 8. Transportation network | <u>TOT. POP</u> | <u>CITY</u> | <u>COUNTY</u> |
|---------------------------|-----------------|-------------|---------------|
| 1. High                   | 73.5            | 74.1        | 73.2          |
| 2. Low                    | 23.1            | 23.1        | 23.1          |
| 3. Undecided              | 3.4             | 2.7         | 3.7           |
| 9. Air quality            |                 |             |               |
| 1. High                   | 76.1            | 76.2        | 76.1          |
| 2. Low                    | 19.3            | 20.4        | 18.9          |
| 3. Undecided              | 4.5             | 3.4         | 5.0           |
| 10. Cultural activities   |                 |             |               |
| 1. High                   | 30.1            | 44.9        | 24.4          |
| 2. Low                    | 61.2            | 48.3        | 66.1          |
| 3. Undecided              | 8.7             | 6.8         | 9.4           |
| 11. Health and welfare    |                 |             |               |
| 1. High                   | 63.4            | 70.7        | 60.6          |
| 2. Low                    | 28.2            | 19.7        | 31.5          |
| 3. Undecided              | 8.3             | 9.5         | 7.9           |
| 12. Parks and recreation  |                 |             |               |
| 1. High                   | 49.6            | 55.8        | 47.2          |
| 2. Low                    | 42.0            | 36.1        | 44.4          |
| 3. Undecided              | 8.3             | 8.2         | 8.4           |
| 13. Law enforcement       |                 |             |               |
| 1. High                   | 89.0            | 89.8        | 88.7          |
| 2. Low                    | 8.5             | 6.1         | 9.4           |
| 3. Undecided              | 2.5             | 4.1         | 1.8           |



The next set of questions concern the proposed local community councils which would be created as part of the metropolitan government. Local community councils could have five members or more who would make decisions on local issues including land use and zoning.

14. Do you want a government with or without local community councils?

|                         | <u>TOT. POP</u> | <u>CITY</u> | <u>COUNTY</u> |
|-------------------------|-----------------|-------------|---------------|
| 1. With LCCs            | 72.9            | 74.8        | 72.2          |
| 2. Undecided/Don't know | 9.7             | 8.8         | 10.0          |
| 3. Without LCCs         | 17.4            | 16.3        | 17.8          |

15. Assuming the metropolitan government includes local community councils, there are two alternatives for their creation. The first is for "earlier" creation of all local community councils at the time the new metropolitan government is formed. The second is for "later" creation of local community councils when local areas choose to establish local community councils for their area. Do you favor earlier or later creation of local community councils?

|              |      |      |      |
|--------------|------|------|------|
| 1. Earlier   | 46.0 | 53.1 | 43.3 |
| 2. Undecided | 17.0 | 14.3 | 18.1 |
| 3. Later     | 36.9 | 32.7 | 38.6 |

16. Another suggestion requires the Local Community Council members to be appointed rather than elected. Do you favor elected or appointed Local Community Council members?

|                         |      |      |      |
|-------------------------|------|------|------|
| 1. Elected              | 85.0 | 87.1 | 84.3 |
| 2. Undecided/Don't know | 5.9  | 4.1  | 6.6  |
| 3. Appointed            | 9.1  | 8.8  | 9.2  |

Let's get back to who runs the executive branch of the metropolitan government. . . This executive branch would probably have both an elected mayor and an appointed administrator like a City Manager. Let me read you a list of executive duties. For each one, please tell me whether the appointed administrator or the elected mayor should perform that duty. If you have no preference or don't know, please tell me.

17. Submit the budget?

|                         |      |      |      |
|-------------------------|------|------|------|
| 1. Mayor                | 44.3 | 46.9 | 43.3 |
| 2. Administrator        | 41.7 | 35.4 | 44.1 |
| 3. Undecided/Don't know | 8.9  | 12.9 | 7.3  |
| 4. No preference        | 5.1  | 4.8  | 5.2  |



18. Run day to day operations?

|                         | <u>TOT. POP</u> | <u>CITY</u> | <u>COUNTY</u> |
|-------------------------|-----------------|-------------|---------------|
| 1. Mayor                | 31.4            | 32.7        | 31.0          |
| 2. Administrator        | 56.4            | 54.4        | 57.2          |
| 3. Undecided/Don't know | 8.3             | 10.2        | 7.6           |
| 4. No preference        | 3.8             | 2.7         | 4.2           |

19. Appoint department heads?

|                         |      |      |      |
|-------------------------|------|------|------|
| 1. Mayor                | 60.4 | 61.2 | 60.1 |
| 2. Administrator        | 25.6 | 21.8 | 27.0 |
| 3. Undecided/Don't know | 8.5  | 10.2 | 7.9  |
| 4. No preference        | 5.5  | 6.8  | 5.0  |

20. Should the mayor have the power to veto actions of the Metropolitan Council, subject to an override?

|                         |      |      |      |
|-------------------------|------|------|------|
| 1. Yes                  | 71.4 | 79.6 | 68.2 |
| 2. Undecided/Don't know | 8.5  | 6.1  | 9.4  |
| 3. No                   | 20.1 | 14.3 | 22.3 |

21. Should the Metropolitan Council be able to set their own salaries or should their salaries be set by law with automatic cost of living adjustments?

|                         |      |      |      |
|-------------------------|------|------|------|
| 1. Set own salaries     | 1.9  | 2.0  | 1.8  |
| 2. Undecided/Don't know | 8.9  | 11.6 | 7.9  |
| 3. Set by law           | 89.2 | 86.4 | 90.3 |

22. Earlier I mentioned two options for organizing Sacramento area government: the existing government structure allowing for future incorporations or a new metropolitan government. Now that we've talked about some features of local government, which do you now favor: the existing structure or the new metropolitan structure?

|                            |      |      |      |
|----------------------------|------|------|------|
| 1. Existing structure      | 22.0 | 18.4 | 23.4 |
| 2. Undecided               | 21.4 | 19.7 | 22.0 |
| 3. New metropolitan struc. | 56.6 | 61.9 | 54.6 |

Just a few more questions for statistical purposes . . .

23. Do you think of yourself as liberal, somewhat liberal, somewhat conservative, or conservative?

|                          | <u>TOT. POP</u> | <u>CITY</u> | <u>COUNTY</u> |
|--------------------------|-----------------|-------------|---------------|
| 1. Liberal               | 13.6            | 15.0        | 13.1          |
| 2. Somewhat liberal      | 20.8            | 23.1        | 19.9          |
| 3. Middle-of-the-road    | 10.2            | 9.5         | 10.5          |
| 4. Somewhat conservative | 26.9            | 29.3        | 26.0          |
| 5. Conservative          | 26.1            | 19.7        | 28.6          |
| 99. Don't know           | 2.3             | 3.4         | 1.8           |

24. Do you rent or own your home?

|                      |      |      |      |
|----------------------|------|------|------|
| 1. Rent              | 26.9 | 38.1 | 22.6 |
| 2. Own               | 70.5 | 59.2 | 74.8 |
| 99. Live with others | 2.7  | 2.7  | 2.6  |

25. How long have you lived in the Sacramento area? {READ RESPONSES, IF NECESSARY}

|                      |      |      |      |
|----------------------|------|------|------|
| 1. Less than 2 years | 7.6  | 9.5  | 6.9  |
| 2. 3 - 5 years       | 13.7 | 17.7 | 12.2 |
| 3. 6 - 10 years      | 15.2 | 20.4 | 13.2 |
| 4. 11 - 20 years     | 17.5 | 15.6 | 18.3 |
| 5. Over 20 years     | 45.9 | 36.7 | 49.5 |

26. Do you work in the private sector or public sector?  
{Public sector: government, military, education, etc.}

|                   |      |      |      |
|-------------------|------|------|------|
| 1. Private sector | 37.8 | 34.3 | 39.2 |
| 2. Public sector  | 32.3 | 36.5 | 30.7 |
| 3. Not employed   | 29.9 | 29.2 | 30.1 |

27. Please stop me when I reach the category which contains your age: 18-24, 25-34, 35-44, 45-54, 55-64, or 65+

|          |      |      |      |
|----------|------|------|------|
| 1. 18-24 | 8.6  | 13.0 | 6.9  |
| 2. 25-34 | 18.6 | 21.9 | 17.3 |
| 3. 35-44 | 23.2 | 19.9 | 24.5 |
| 4. 45-54 | 17.4 | 15.8 | 18.1 |
| 5. 55-64 | 16.5 | 15.8 | 16.8 |
| 6. 65+   | 15.7 | 13.7 | 16.5 |

28. Did you vote in the last general election (November 1988)?

|        | <u>TOT. POP</u> | <u>CITY</u> | <u>COUNTY</u> |
|--------|-----------------|-------------|---------------|
| 1. Yes | 91.3            | 87.1        | 92.9          |
| 2. No  | 8.7             | 12.9        | 7.1           |

One final question . . .

29. What is your ethnic or racial background?

|                                             |      |      |      |
|---------------------------------------------|------|------|------|
| 1. Caucasian                                | 80.7 | 66.4 | 86.2 |
| 2. Black                                    | 9.0  | 20.5 | 4.5  |
| 3. Hispanic/Spanish Amer.<br>Chicano/Latino | 6.1  | 7.5  | 5.6  |
| 4. Asian                                    | 2.9  | 4.1  | 2.4  |
| 5. Other (specify)                          | 1.3  | 1.4  | 1.3  |

\* \* \* \* \*  
\* This has been a confidential interview conducted by \*  
\* \_\_\_\_\_ at Meta Research. You may be called by my \*  
\* supervisor to verify that you answered this survey. \*  
\* Thank you for your time. \*  
\* \* \* \* \*

30. Party Registration {TAKE OFF SAMPLE}

|                           |      |      |      |
|---------------------------|------|------|------|
| 1. Republican             | 36.2 | 27.9 | 39.4 |
| 2. Other/Decline to State | 7.8  | 6.1  | 8.4  |
| 3. Democrat               | 56.1 | 66.0 | 52.2 |

31. Sex {BY OBSERVATION}

|           |      |      |      |
|-----------|------|------|------|
| 1. Female | 53.2 | 61.2 | 50.1 |
| 2. Male   | 46.8 | 38.8 | 49.9 |

32. Sample Type {TAKE OFF SAMPLE}

|                      |      |       |       |
|----------------------|------|-------|-------|
| 1. Sacramento City   | 27.8 | 100.0 | 0.0   |
| 2. Sacramento County | 72.2 | 0.0   | 100.0 |

33. City Council District {TAKE OFF SAMPLE}

|           | <u>TOT. POP</u> | <u>CITY</u> | <u>COUNTY</u> |
|-----------|-----------------|-------------|---------------|
| 1. 1      | 4.0             | 14.3        | 0.0           |
| 2. 2      | 2.7             | 9.5         | 0.0           |
| 3. 3      | 3.4             | 12.2        | 0.0           |
| 4. 4      | 4.2             | 15.0        | 0.0           |
| 5. 5      | 1.9             | 6.8         | 0.0           |
| 6. 6      | 3.6             | 12.9        | 0.0           |
| 7. 7      | 3.6             | 12.9        | 0.0           |
| 8. 8      | 4.5             | 16.3        | 0.0           |
| 0. Branch | 72.2            | 0.0         | 100.0         |

34. Supervisorial District {TAKE OFF SAMPLE}

|      |      |      |      |
|------|------|------|------|
| 1. 1 | 21.0 | 49.0 | 10.2 |
| 2. 2 | 14.4 | 40.1 | 4.5  |
| 3. 3 | 22.5 | 4.1  | 29.7 |
| 4. 4 | 21.6 | 0.0  | 29.9 |
| 5. 5 | 20.5 | 6.8  | 25.7 |

35. Community {BASED UPON PRECINCT #}

|                                            |      |      |      |
|--------------------------------------------|------|------|------|
| 1. North Natomas                           | 0.2  | 0.0  | 0.3  |
| 2. Rio Linda - Elverta                     | 2.1  | 0.0  | 2.9  |
| 3. North Highlands -<br>Foothill Farm area | 10.6 | 0.0  | 14.7 |
| 4. Citrus Heights                          | 9.1  | 0.0  | 12.6 |
| 5. Orangevale                              | 4.0  | 0.0  | 5.5  |
| 6. Folsom area                             | 0.6  | 0.0  | 0.8  |
| 7. South Natomas                           | 1.5  | 5.4  | 0.0  |
| 8. North Sacramento                        | 2.3  | 8.2  | 0.0  |
| 9. Arden-Arcade                            | 11.6 | 0.0  | 16.0 |
| 10. Carmichael                             | 8.5  | 0.0  | 11.8 |
| 11. Fair Oaks                              | 4.9  | 0.0  | 6.8  |
| 12. Rancho Cordova                         | 7.6  | 0.0  | 10.5 |
| 13. Downtown Sacramento                    | 7.0  | 25.2 | 0.0  |
| 14. Land Park                              | 8.3  | 25.9 | 1.6  |
| 15. East City                              | 6.3  | 19.0 | 1.3  |
| 16. South Sacramento                       | 7.8  | 16.3 | 4.5  |
| 17. Vineyard                               | 0.9  | 0.0  | 1.3  |
| 18. Franklin/Laguna                        | 1.1  | 0.0  | 1.6  |
| 19. Elk Grove                              | 2.8  | 0.0  | 3.9  |
| 20. Delta area                             | 0.4  | 0.0  | 0.5  |
| 21. Galt                                   | 1.9  | 0.0  | 2.6  |
| 22. Cosumnes                               | 0.0  | 0.0  | 0.0  |
| 23. South - East                           | 0.6  | 0.0  | 0.8  |
| 24. Rancho Murieta                         | 0.0  | 0.0  | 0.0  |

36. Voting History {TAKE OFF SAMPLE}

|                          | <u>TOT. POP</u> | <u>CITY</u> | <u>COUNTY</u> |
|--------------------------|-----------------|-------------|---------------|
| 1. Voted in 1986         | 16.7            | 12.2        | 18.4          |
| 2. Voted in both         | 43.0            | 39.5        | 44.4          |
| 3. Voted in 1984         | 3.8             | 1.4         | 4.7           |
| 4. Didn't vote in either | 36.6            | 46.9        | 32.5          |

{ NOTE: ADDITIONAL QUESTIONS WERE ALSO ASKED FOR PROCEDURAL  
PURPOSES, INCLUDING DAY, ATTEMPT, AND INTERVIEWER. }

IF ASKED, THIS SURVEY IS BEING CONDUCTED FOR:  
Sacramento AD HOC Charter Commission





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RESEARCH METHODS AND SPECIFICATIONS  
BASELINE SURVEY

JOB: SACRAMENTO CITY/COUNTY REORGANIZATION  
DATE: MAY, 1989 (CCRB2)

- OBJECTIVES:
- \* Determine the political climate and acceptability of Sacramento city/county reorganization
  - \* Determine acceptability of various alternative forms of government
  - \* Determine satisfaction or dissatisfaction with the current city and/or county government
  - \* Track changes from November's baseline survey
- METHOD: Telephone interviews, all calls from Meta phone bank
- FIELD DATES:
- \* Pretest: May 2, 1989
  - \* Fieldwork: May 3-9, 1989
- CLIENTS:
- \* Primary: Arthur Young
  - \* Secondary: Sacramento Ad-Hoc Charter Commission
- CLIENT CONTACTS:<sup>1</sup>
- \* James Gibson, Management Consulting Principal, Arthur Young
  - \* Nadine Levin, Management Consulting Manager, Arthur Young
  - \* Roy Brewer, Sacramento Ad-Hoc Charter Commission Executive Committee
- META CONTACT: Val R. Smith, Ph.D., Senior Research Consultant
- CLIENT RESPONSIBILITIES:
- \* Assisted in constructing questionnaire
  - \* Consulted on sampling design
  - \* Approved questionnaire prior to pretesting

RESEARCH METHODS AND SPECIFICATIONS

Page 2

JOB: SACRAMENTO CITY/COUNTY REORGANIZATION  
DATE: MAY, 1989 (CCRB2)

META

RESPONSIBILITIES:      \* Designed questionnaire  
                         \* Conducted and supervised fieldwork  
                         \* Content analyzed, precoded, and transcribed responses to open-ended questions  
                         \* Precoded completed surveys  
                         \* Keyed and verified completed surveys  
                         \* Conducted data analysis  
                         \* Prepared final report

POPULATION:              Registered voters in Sacramento County

SUBPOPULATIONS:        City and County residents

SCREENING CRITERIA:    For registered voters

SAMPLE TYPE:            Systematic (random)

SAMPLING FRAME:        Voter registration list generated by Meta Information Services's Data Processing Division

SAMPLE SIZE:            528

SAMPLING ERROR:        Less than +/- 4.3% (95% confidence level)

WEIGHTED VARIABLES:   None

CONTROL VARIABLES:<sup>2</sup>   \* Sex  
                         \* Party  
                         \* Geographic location  
                         \* Meta sampled proportionately for the above variables.

VOTER TURNOUT  
ADJUSTMENT:            The following formula was used to adjust party registration quotas for likely voter turnout:  
                         \* Where r = Republican, d = Democrat, o = All other parties, Q = Quota, and V = voter registration figures from Secretary of State  
                         \*  $Q_r = V_r + .3 \times V_o$   
                         \*  $Q_d = V_d + .1 \times V_o$   
                         \*  $Q_o = .6 \times V_o$

QUESTIONNAIRE:        \* 36 questions, including demographics  
                         \* Meta designed

## RESEARCH METHODS AND SPECIFICATIONS

Page 3

JOB: SACRAMENTO CITY/COUNTY REORGANIZATION

DATE: MAY, 1989

(CCRB2)

OPEN-ENDED QUESTS:   \* Two asked  
                          \* Two coded  
                          \* Two transcribed

LENGTH OF INTERVIEW: 9-11 minutes (average)

### CLIENT IDENTIFICATION

DURING INTERVIEW:   In order to maximize response rate and preserve research ethics, Meta identified the client at the conclusion of the interview (when asked). Client was identified as: Sacramento Ad-Hoc Charter Commission

### NUMBER OF CROSSTAB

VARIABLES:           \* 19 dependent  
                      \* 20 independent

### META PERSONNEL

ASSIGNED TO PROJECT: \* Val R. Smith, Ph.D., Researcher  
                      \* Patricia M. Harris-Jenkinson, Operations  
                      \* Dawne Bortolazzo, Supervision/Researcher  
                      \* Cleo Sabarre, Supervision  
                      \* Kathleen R. Endl, Clerical  
                      \* Trained interviewers  
                      \* Data entry personnel

PROCEDURAL CONTROLS: \* All calls made Sunday 12:30-5:00pm,  
                          Monday - Thursday, 4:30-9:00pm  
                      \* Three attempts to reach each person  
                      \* Pretesting of questionnaire prior to  
                          commencing fieldwork  
                      \* All interviews conducted from Meta  
                          phone bank  
                      \* Trained adult interviewers  
                      \* Computer monitoring of individual  
                          interviewer performance  
                      \* Operations manager to ensure authenticity  
                          and accuracy  
                      \* Custom copyrighted overlay to immediately  
                          check accuracy and reduce coding errors  
                      \* Computer verification during data entry  
                      \* 5% of cases spot-checked for accuracy  
                          after data verification to the following  
                          standards:  
                          - 1/2 of 1% random error  
                          - 1/4 of 1% systematic error  
                      \* If either of the above standards were  
                          exceeded the entire data file was  
                          re-verified and spot-checked again  
                      \* Data analysis with Meta computers and  
                          copyrighted Meta software

# RESEARCH METHODS AND SPECIFICATIONS

Page 4

JOB: SACRAMENTO CITY/COUNTY REORGANIZATION

DATE: MAY, 1989

(CCRB2)

DATA ANALYSIS:       \* Univariate analysis for all questions  
                      \* Bivariate analysis needed to achieve objectives (demographics)

CALCULATED RATES:    \* Response Rate = Interviewed / Accessible  
                              = 41.7%  
                      \* Refusal Rate = Refusals / Accessible  
                              = 55.4%  
                      \* Noncontact Rate = Noncontact / Accessible  
                              = 2.9%  
                      \* Accessible = Interviews + Refusals +  
                                      No Answers + Busys + Callbacks = 1,257  
                      \* Noncontact = No Answers + Busys + Callbacks  
                              = 36  
                      \* Not Accessible = No Numbers + Not Qualifieds  
                                      + Inaccessible = 2,359

VALIDATION:           In the 1986 political cycle, Meta's  
                          survey results deviated from actual vote  
                          percentages by an average of +/- 2.13%.  
                          This accuracy is significant in that  
                          political races offer survey firms their  
                          only opportunity to actually compare  
                          survey results with actual behavior.

REPORT:               \* Oral presentation of results  
                      \* Written summary of results (with graphics)  
                      \* Questionnaire with frequencies  
                      \* Frequency tables  
                      \* Crosstabulation tables  
                      \* Description of research methods  
                      \* Transcripts of open-ended responses

OFFICE FACILITIES:    \* Over 3,000 square feet of office space  
                      \* Centralized telephone bank with 20  
                              telephone lines at present with ability  
                              to add more lines as requirements dictate  
                      \* Interviewer carrels to facilitate  
                              confidential collection of data  
                      \* Telephone monitoring system for training, .  
                              supervision, and validation

COMPUTER:             IBM System 38

FACSIMILE MACHINE:    \* Sharp Facimile model FO-620  
                      \* (916) 383-1053  
                      \* Please specify Meta Survey Division on  
                              cover sheet



JOB: SACRAMENTO CITY/COUNTY REORGANIZATION

DATE: MAY, 1989

(CCRB2)

## PRESERVATION OF

## DATA:

- \* Raw data will be saved on computer tape for a one (1) year period
- \* Statistical tables will be saved on computer tape for thirty (30) days for replication purposes
- \* Hard copy of data (response sheets and sample) will be destroyed after ninety (90) days unless client requests otherwise in writing
- \* Meta will retain one (1) hard copy of final report binder
- \* Under no circumstances will Meta violate respondent confidentiality by providing data which could positively link individual answers with individual respondents

## DATA RELEASE:

- \* Meta will release only to contact person. No exceptions will be made without prior written notification from contact person.
- \* Inquiries from press and/or other organizations will be referred to client. However, Meta reserves the right to acknowledge that a survey was conducted. If requested (in writing), Meta will be available for press conferences and/or interviews.
- \* Meta reserves the right, however, to publicly correct any misrepresentation, misinterpretation, or fabrication of results.

<sup>1</sup>Contact person refers to the persons who had the authority to sign off on any and all changes in the questionnaire and specifications.

<sup>2</sup>Exact quotas were determined by Meta prior to entering the field. The final results are within sampling error of those established quotas.



**SACRAMENTO AD-HOC CHARTER  
COMMISSION**

**EXHIBIT 5**

**LIST OF CONTRIBUTORS TO THE  
DRAFT CHARTER EFFORT**



Organizations and/or their representatives which contributed their ideas on reorganization:

A.F.G.E. Local #1681  
APWU Sacramento Area Local  
Alkali Flat Neighborhood Association  
American River Fire District Board of Directors  
Arden-Arcade CPAC  
Association to Preserve Land Park  
Bakers Union #85  
Building Industry Association  
Butchers Union UFCW  
C.W.A. Local #9421  
California Association of IAFCO's  
California Chiropractic Association  
California Farm Bureau  
California School Employees Association  
California Special District Association, Sacramento County Chapter  
California State Employees Association Region III  
Campus Commons Home Owners Association  
Cannery, Dried Fruit Local #849  
Carmichael CPAC  
Carmichael Creek Home Owners Association  
Citrus Heights CPAC  
Citrus Heights Chamber of Commerce  
Citrus Heights Incorporation Proponents  
Civic Association of Rio Linda and Elverta  
Coalition of Organized Labor  
Common Cause  
Cottage Park Neighborhood Association  
Del Paso Heights RAC  
Del Paso Manor Homeowners Association  
Democratic Coalition  
Downtown Business Association  
East Sacramento Improvement Association  
Elk Grove CPAC  
Environmental Council of Sacramento  
Fair Oaks CPAC  
Fair Oaks Chamber of Commerce  
Fair Oaks Fire District Board of Directors  
Fair Oaks/San Juan Lions Club  
Franklin/Laguna CPAC  
Folsom Police Officers Association  
H Street Association  
H.S.O. UAW Local #2350  
Hispanic Democratic Club  
I.F.F.A.  
I.L.W.U. Local #17  
Laborers #185  
League of Women Voters  
Los Rios Classified Employees Association  
Meadowview Community Action Inc.  
Mexican-American Political Action  
Mission Oaks North Homeowners Association

NAIU/Laborers Industrial and Electric Local #99  
Natomas Community Association  
Newspaper Guild Local #52  
North Highlands CPAC  
Oak Park Neighborhood Improvement Association  
Orangevale Action Committee  
Painters Local #487  
Rancho Cordova CPAC  
Rancho Cordova Chamber of Commerce  
Rio Linda Chamber of Commerce  
Rio Linda Community Planning Advisory Council (CPAC)  
Rio Linda Elverta Incorporation Committee  
River City Republican Club  
Rosemont Home Owners Association  
S.E.T.C. Local #1268  
Sacramento Area Council on Occupational Safety and Health  
Sacramento Area Firefighters #552  
Sacramento Association of Realtors  
Sacramento Bee Editorial Board  
Sacramento County Alliance of Neighborhoods  
Sacramento County Deputy Sheriffs Association  
Sacramento County Farm Bureau  
Sacramento Democratic Coalition  
Sacramento Metropolitan Chamber of Commerce  
Sacramento Old City Association  
Sacramento Police Officers Association  
Sacramento Tree Foundation  
Sacramento Union Editorial Board  
Sacramento Urban League  
San Juan Suburban Water District  
South Sacramento CPAC  
Teamsters Local #137  
Teamsters Local #150  
Teamsters Local #228  
Teamsters Local #911  
Tile Layers Local #19  
Town and Country Democratic Club  
Typographical Union Local #46  
U.F.C.W. #498  
U.F.C.W. Local #588  
United Paperworkers International Local #859  
Village Park Improvement Committee  
Woodlake Improvement Club

**SACRAMENTO AD-HOC CHARTER  
COMMISSION**

**EXHIBIT 6**

**COMMISSION BUDGET**





Ad-Hoc Charter Commission  
6/ 1/1989

|                       | Authorized  | YTD<br>4/30/1989 | Projected to<br>6/30/1989 | 1988-89<br>TOTAL | Proposed<br>July 1, 1989-<br>June 30, 1990 |
|-----------------------|-------------|------------------|---------------------------|------------------|--------------------------------------------|
| PERSONNEL             |             |                  |                           |                  |                                            |
| Salaries              | \$149,960   |                  |                           |                  | \$94,500                                   |
| Commissioners Expense | \$25,750    |                  |                           |                  | \$10,000                                   |
| Benefits              | \$22,794    |                  |                           |                  | \$20,790                                   |
| TOTAL PERSONNEL       | \$198,504   | \$100,588        | \$20,000                  | \$120,588        | \$125,290                                  |
| SERVICES/SUPPLIES     |             |                  |                           |                  |                                            |
| Advertising           | \$1,000     | \$0              | \$10,000                  | \$10,000         | \$6,000                                    |
| Insurance             | \$7,050     | \$6,451          | \$0                       | \$6,451          | \$6,500                                    |
| Office Sup.           | \$7,568     | \$6,109          | \$500                     | \$6,609          | \$3,500                                    |
| Telephone             | \$5,104     | \$1,890          | \$500                     | \$2,390          | \$3,200                                    |
| Legal                 | \$180,000   | \$70,637         | \$50,000                  | \$120,637        | \$19,000                                   |
| Consultants           | \$431,889   | \$150,248        | \$97,752                  | \$248,000        | \$100,000                                  |
| Executive Dir.        | \$79,120    | \$22,240         | \$44,786                  | \$67,026         | \$72,500                                   |
| Printing              | \$12,600    | \$18,825         | \$5,000                   | \$23,825         | \$14,000                                   |
| Postage/Mail          | \$3,520     | \$11,165         | \$1,500                   | \$12,665         | \$14,500                                   |
| Rent/Utilities        | \$12,645    | \$4,000          | \$0                       | \$4,000          | \$4,000                                    |
| TOTAL SERVICES        | \$739,496   | \$291,565        | \$200,038                 | \$491,603        | \$243,200                                  |
| CONTINGENCIES         | \$50,000    |                  |                           |                  | \$10,024                                   |
| FIXED ASSETS          | \$12,000    | \$9,295          |                           | \$9,295          | \$0                                        |
| GRAND TOTAL           | \$1,000,000 | \$401,448        | \$220,038                 | \$621,486        | \$378,514                                  |

(Charter3)



U.C. BERKELEY LIBRARIES



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